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ABSTRACT

This report reviews the economic and the social benefits and costs of adult education and training (AET) in Canada and examines training in industry. Chapter I provides an introduction and background. Chapter II sets this context: Canada is a country in which legislative authority is shared by federal, provincial, and territorial governments; education is primarily the constitutional responsibility of provincial/territorial governments; AET policies and programs are complex and diverse; and they are affected by social, political, and economic factors. Chapter III describes AET systems and policies in qualitative terms. It outlines government adult learning policies and programs and describes how AET is organized in terms of its institutional structures. Chapter IV provides a portrait of AET that describes characteristics of adult learners and explores access to AET by learners' education, skill, and age and by barriers to AET. Chapter V explores economic and social costs and benefits of AET; examines methods to evaluate AET programs; reports lessons learned about effective training practices; and reviews evidence about effectiveness of worker training and its rate-of-return and evidence that firms invest too little in training. Chapter V assesses AET systems in terms of coherence and transparency and identifies knowledge gaps in adult learning. Appendixes include a glossary; 144-item bibliography; reports on provincial/territorial and federal programs in adult learning; additional tables; and a questionnaire on adult learning for ministries/departments. (YLB)

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THEMATIC REVIEW ON ADULT LEARNING

CANADA

BACKGROUND REPORT

July 2002

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EXECUTIVE SUMMARY

Introduction

The OECD asked countries participating in the OECD Thematic Review of Adult Learning to produce a country Background Report that would provide an OECD Expert Review Team with the information needed to conduct an effective direct investigation. This Report represents the Background Report for Canada.

The purpose of the OECD Thematic Review is to review the adequacy of learning opportunities for adults, and to assess the participation and access to learning by adults; the review also aims to identify analyses and data that are needed to ensure an informed public debate on adult learning. A primary objective of the Canada Background Report is to capture the philosophy and structural context of adult training in Canada – particularly with regard to the roles of public institutions, private enterprises and individuals. The Report examines the premise that there is too little adult training in Canada. It also examines available studies on the cost effectiveness of training programs directed at the unemployed and disadvantaged.

In order to ensure that the Background Report accurately reflects the diversity of policy and practice in adult learning across Canada, information was collected directly from the provincial ministries and departments responsible for adult education and training. The response to the survey was excellent, and the data form an important component in the Report. The research team also relied heavily on existing information from sources such as published surveys, government policy documents, research reports and program evaluation studies; in addition, the team interviewed officials in Human Resources Development Canada (HRDC).

Social, political and economic factors that affect adult learning

The level and types of adult education and training in an economy depend on a variety of factors including its political, social and economic structure. This is particularly important in Canada. Canada is a federal state with legislative authority shared by the federal government, ten provincial governments and three territorial governments. The country is vast, and its population of 31 million is concentrated in a few cities and along the long border with the US. Almost one-fifth of the population lives in rural (non-farm) areas and is spread over an enormous area: this makes access to and delivery of adult education and training particularly difficult.

Canada is among the most developed countries in the world. Its economy is highly industrialized, and like other developed economies most GDP originates in service industries. The various industries are spread unevenly over the country: about three-quarters of manufacturing and about two-thirds of financial service industries, for example, are located in Ontario and Quebec.

Canada has two official languages (English and French) and its population is highly diverse. In 1996 about 59% reported English as their mother tongue, and about 23% reported French as their mother

tongue; about 18% reported either more than one mother tongue or a mother tongue other than English or French. This diversity is due partly due to immigration. In 1996, there were about 5 million recent immigrants living in Canada (17% of the total population). European-born immigrants still form the largest group of immigrants; but immigration from Asia and the Middle East has grown rapidly over recent years, so that European-born immigrants now account for less than half of the total immigrant population.

The age composition of the population has changed dramatically over the past 50 years or so. The baby-boom in the late 1940s created a significant influx of students, first in the elementary school system and then in the secondary school system, and many new schools had to be built to accommodate them. As the baby-boomers aged, the post-secondary education system was modified and expanded significantly to meet their needs. The composition of the population has again been changing dramatically over recent years. The proportion of the youngest population has dropped markedly, and the proportion in the older age groups is rising as the baby-boomers become older.

In 1996, about 3% of Canadians belonged to one or more of the three aboriginal groups recognized by the Constitution: North American Indian, Métis and Inuit. Of this percentage, about 69% are North American Indian, 26% Métis and 5% Inuit.

The unemployed are among the least-educated and poorest groups in the country. Unemployment rates vary significantly among provinces: the rate tends to be the highest in the Atlantic provinces and lowest in the Prairie provinces.

In Canada, the proportion of the population with tertiary education and the level of participation in tertiary education are both high compared with other OECD nations; however, the gap in participation has narrowed in recent years. One feature of participation in tertiary education in Canada is that the proportion of enrolments in the two- and three-year technology programs in college is high relative to the US; however, the proportion of graduates taking advanced degrees is lower in Canada than in the US. This is an important issue because it influences the propensity to pursue lifelong learning, as well as the type of training demanded.

Before the 1960s, universities provided the bulk of post-secondary education in Canada. However, factors such as the increasing demand for post-secondary education and growing recognition of the importance of education in economic growth, led to the creation of new types of non-degree granting post-secondary institutions. These are generally referred to as community colleges: they include community colleges, CEGEPs, technical institutes, hospital and regional schools of nursing, and establishments providing technological training in specialized fields.

Community colleges offer career-oriented and technical training, as well as university transfer programs (which allow graduates to enter a university), and general education leading to diplomas or certificates. However, they differ significantly by province:

In Quebec, the CEGEPs provide an intermediate level of education between secondary school and university. After 11 years of elementary and secondary schooling, students in Quebec must complete a two-year CEGEP program to be eligible for university entrance.

In Saskatchewan, Alberta and British Columbia, community colleges offer vocational and technical training, as well as university transfer programs on an optional basis. In Ontario, some colleges offer programs which allow transfer to a university.

In Ontario, Manitoba, and the Atlantic Provinces, colleges offer programs that are quite distinct from those available at universities.

In 1997-98, enrolments in community colleges were 551 thousand while those in universities were 823 thousand: Quebec and Ontario account for the bulk of enrolments.

Government involvement in education and training in Canada

Education is primarily the constitutional responsibility of the provincial and territorial governments. Adult education and training policies and programs in Canada are therefore quite diverse, and they reflect the different social, political and economic structure in each jurisdiction.

The information provided by the provinces and territories on their policies and programs on adult learning clearly demonstrates the effects of this diversity. In many jurisdictions more than one ministry or department is responsible for adult learning. This approach has the advantage that policies and programs can be targeted to the needs of clients of the particular ministry or department. But it has the disadvantage that programs and policies may differ within a jurisdiction and even across the country. And this variation may lead to inequities in opportunities for adult learning across the country.

Apprenticeship is an industry-based learning system that combines on-the-job experience with technical training, and leads to certification in a skilled trade. Classroom training usually takes the form of block release in which the apprentice is released for a short period of classroom training. Provincial and territorial governments are responsible for apprenticeship training, and legislation provides for the designation of an occupation as an apprenticed trade. Designated trades are governed by regulations under an apprenticeship act outlining the standards and conditions of training for specific trades (e.g. curriculum, accreditation, certification, and methods for registering apprentices). Apprenticeship in Canada is largely an adult program (unlike that in Europe). Most apprentices enter the program after spending some time in the labour market, and usually without formal vocational training in the trade.

While education is primarily the constitutional responsibility of provincial and territorial governments, the federal government has some constitutional responsibility for education (e.g. for Native peoples). In addition, the federal government has become involved in other aspects of education and training. It became involved with technical and vocational education early in the 20th Century, and specifically with occupational skills training in 1967 with the introduction of the Adult Occupational Training Act (AOTA). Under the Act, the federal government purchased training courses or seats from provincial institutions or private schools for its clients (particularly the unemployed). These course purchase arrangements remained in force until 1996 when the federal government developed new working arrangements with the provinces/territories as part of the Employment Insurance (EI) Act.

The EI Act established guidelines for the development of active employment benefits and the maintenance of employment services; it allowed HRDC to enter into agreements with provincial/territorial governments to provide for the payment of contributions for all or a portion of any costs of benefits, or for measures similar to employment benefits. All jurisdictions with the exception of Ontario (and Quebec, which chose a transfer agreement in principle) have entered into a Labour Market Development Agreement (LMDA) with the federal government. A number of jurisdictions chose a co-management option in which HRDC is responsible for implementation. Others chose an option that essentially transfers responsibility for the design and delivery of active employment benefits (including skills development and selected employment service functions) to the jurisdiction.

The federal government has also been involved in funding post-secondary education since the economic depression in the 1930s: at that time, it provided direct assistance to students to continue their education in post-secondary institutions. Later, it provided assistance to universities to help defray the costs of education for war veterans after World War II. This program was modified during the 1950s and 1960s, and eventually became part of the block funding for the Canada Health and Social Transfer

(CHST). The bulk of federal support for post-secondary education is now part of a federal tax and cash transfer to provincial/territorial governments for health, education and welfare.

The federal government also supports post-secondary education through the funding of research and scholarship (for example through the Natural Sciences and Engineering Research Council and the Social Sciences and Humanities Research Council). In addition, it provides support in the form of loans to students: the program was started at the end of the First World War, and it was modified over the years and replaced by the Canada Student Loans Program (CSLP) in 1964.

During the late 1980s and the early 1990s, the federal government experimented with the use of different mechanisms for promoting private sector involvement in training and human resource development. One such experiment was the creation of the Canadian Labour Force Development Board (CLFDB), together with a network of provincial and local level boards. This experiment was not entirely successful, and the CLFDB was later disbanded. Another such experiment was the creation of Sector Councils. These councils provide a mechanism for bringing together representatives from business, labour, education and professional groups: one of their key objectives is to strengthen the human resource development capacity of a critical sector.

The federal government has had a long involvement in the provision of Labour Market Information (such as data on wages and job openings, training opportunities, and certification). Labour Market Information (LMI) is particularly important under the new federal-provincial arrangements since clients are expected to play a more direct and active role in training than in the past.

The institutional structure of adult education and training

Post-secondary education in Canada is provided by degree-granting institutions (universities), and by non-degree granting institutions (community colleges). In most provinces/territories, community colleges form the primary vehicle for adult education and worker training; universities also provide lifelong learning, but this only affects a small segment of the adult population. College programs include employment-related programs, such as apprenticeship and continuing education.

Universities and community colleges are public institutions, and they derive about three-quarters of their funding from the provincial/territorial and federal governments (the largest share is provided by the provinces and territories). Government support varies widely by both level (college or university) and by institution. At the university level, tuition fees account for an increasing proportion of operating income, a trend that is likely to continue. At the college level, tuition fees account for a much smaller proportion of operating income.

Private colleges (or schools) provide an alternative system for skills training for adults. Surveys of private schools in Canada have only been conducted at irregular intervals, so that little up-to-date information is available. However, the available data suggest that private schools are becoming a more important component in adult learning. Private schools tend to be more flexible and more responsive to employer needs than public institutions.

A less visible and largely undocumented contribution to adult learning is made by community-based organizations established to address special issues (such as adult literacy), or to meet the needs of special groups (such as immigrants, the rural poor, persons with physical or learning disabilities, members of specific ethnic or cultural groups, displaced workers, adults with low levels of literacy and women). Typically local agencies or advocacy groups identify an unmet need, and seek funding from the federal or provincial/territorial governments.

Participation in adult learning

Data from the recent Adult Education and Training Survey (AETS) show that 28% of Canadians participated in some form of organised adult education and training in 1997. This rate is slightly lower than the rates reported in previous surveys, suggesting that participation in organised forms of adult education and training has declined somewhat in recent years.

The data also show that participants in adult education and training in 1997 took predominantly job-related programs/courses. Moreover, employers play a central role in the education and training of adults: close to 25% of respondents who worked during 1997 participated in an employer-sponsored program/course, only 14% had taken a program or course that was not employer-sponsored.

Participation rates vary by a range of factors. They vary by province: it is relatively low for the Atlantic provinces (except Nova Scotia), and for Quebec; and it is relatively high for Alberta, British Columbia and Ontario. They also vary considerably by level of functional literacy: it is lowest for those with Literacy Level 1 and highest for Literacy Level 5 (as measured by the International Adult Literacy Survey). They also vary by level of education: they are lowest for those who have only completed elementary education or lower, and highest for those with a university degree.

They also vary by age: the rate is fairly stable from early adulthood to the mid-fifties, but it declines sharply for those 55 years and older. The participation rate is slightly higher for women than men, but this similarity masks the problems that women face in the adult education and training market: for example, women do not receive the same level of employer support for their education and training as men do.

Data from the AETS show that workplace characteristics are closely linked with participation in adult education and training. For example, workers in large companies are more likely than those in small companies to receive employer support for their training. Employer-support is relatively high for workers in utilities, public administration and finance, and relatively low for those in construction, manufacturing and trade. It is highest for workers in professional and managerial occupations, and lowest for those in clerical and blue collar occupations.

The AETS includes information on barriers that affect participation in adult education and training. In terms of situational barriers, lack of time due to responsibilities in daily life (e.g. being too busy at work) is a major barrier in taking education and training. In terms of institutional barriers, an inconvenient time or location for the program is seen a major barrier.

Assessing the effectiveness of training

Canada has had a long history in assessing and evaluating training programs. HRDC and its forerunner, Employment and Immigration Canada (EIC), have carried out many evaluation studies since the late 1970s. The evaluation studies carried out by EIC/HRDC in the early 1980s were relatively simple and subject to much criticism. But the quality of evaluation studies has increased considerably over time, and recent studies have been based on fairly sophisticated statistical techniques.

The provincial and territorial governments have had a much shorter history of involvement in this area. The evaluation process and techniques used by provincial and territorial governments vary considerably by jurisdiction. Many of the evaluation studies conducted by provincial/territorial governments have been relatively unsophisticated; but some jurisdictions are now conducting fairly sophisticated evaluation studies.

Several conclusions can be drawn from evaluation studies of training programs carried out in Canada. For many programs the positive impact on clients outweighed the cost of the programs, so that they were cost-effective. Flexible programs targeted to specific groups were the most effective. Work experience with private sector employers seemed to be more effective than work experience with public or non-profit employers. Training or work experience in shortage occupations appeared to work best. Social assistance recipients, visible minorities and the disabled are among those who have benefited the most from training programs.

Conclusions

The analysis in this Report shows that adult learning responsibilities are widely diffused in Canada, so that it may appear on the surface that the adult learning system in Canada lacks cohesion. This is not necessarily so. Given Canada's geographic size and its economic and cultural diversity, it is understandable that a monolithic approach or a single set of policies on adult learning would be inappropriate. Adult learning systems must be complex in order to meet the various objectives, and it is inevitable that significant variations will exist across jurisdictions. It is therefore critical that effective mechanisms be in place to coordinate the activities of the various stakeholders, and to promote effective partnerships.

Most jurisdictions have created formal mechanisms to coordinate adult training activities. And the Council of Ministers of Education Canada (CMEC) has served, since 1967, as the vehicle through which provincial/territorial ministers of education consult and act on matters of mutual interest, and cooperate with national education organizations and with the federal government.

There has been some discussion about jurisdictional responsibilities in adult learning and the apparent duplication of services between the federal and provincial/territorial governments. Some analysts argue that the public has not always been sure about which level of government and which agencies provide which services. Thus the withdrawal of the federal government from the course purchase arrangements under the AOTA, and the creation of Labour Market Development Agreements with provinces and territories, promise a more cohesive system and more effective partnerships.

Engaging business and public interest groups in issues connected with human resource development is not new. For many years governments have sought the advice and participation of stakeholders in activities such as setting occupational standards, developing curriculum, and identifying training needs. However, several innovations in partnerships for training were introduced in the late 1980s and early 1990s, and these should lead to significant improvements in the relevance and timeliness of training for adults.

Several questions follow from the analysis in this Report: Are the current levels of adult education and training in Canada adequate? Do individuals, business enterprises and governments invest enough resources in adult learning? Does Canada have a learning culture?

Employer investments in training constitute an important component of adult learning in Canada. It is often argued that Canadian employers do not provide enough training; but after decades of debate, the data required to test the hypothesis are still not available. Data gaps include information on training expenditures and on the outcomes of training (such as its impact on productivity and the other benefits of training). Data are also needed on the external benefits of training (i.e. the benefits to workers and, more broadly, to the economy and to society as a whole). While it is not clear if employers provide enough training, especially in terms of externalities, survey data suggest that employers generally are content with

the current level of training they provide. One explanation for this is that employers do not recognize the benefits of training: if so, establishing a business case for employer investments in training could be useful.

International comparisons are frequently used to show that there is too little adult training in Canada. International comparisons show that Canada's training effort is about average for developed economies, and that it lags behind that for countries such as the Netherlands and Finland. However factors such as the high levels of initial education in Canada, and its effects on adult learning, should be taken into account when making international comparisons. Moreover, international comparisons are based on traditional formal education; thus if the level of informal learning in Canada were higher than that in other countries, this could also partly explain the lower level of adult training in the country. The definition and measurement of informal learning are therefore areas that deserve further study.

Waiting lists for college courses and programs, which are lists of persons who meet the requirements for courses and programs but cannot immediately enter (i.e. demand exceeds supply), are often used as evidence that Canada is not providing sufficient training. Three factors have traditionally been used for determining the courses and programs offered in colleges: community or labour market needs; individual interest and suitability in terms of minimum education prerequisites and skills; and the overall level of funding for particular courses and program areas. Many courses and programs (such as those in health occupations) are supply managed. Thus long waiting lists do not necessarily mean that there is insufficient training in terms of the needs of the community or the labour market, particularly in specific vocations.

An examination of participation in adult learning in Canada shows that there is wide variation by socio-economic class, by level of education and by minority group (such as aboriginal peoples). This suggests the level participation for some groups remains low despite strong empirical evidence that education and training will improve their earnings and employability.

Financial barriers play a key role in the participation of these population groups. But non-financial barriers may also have an important effect. Despite evidence that those with higher education generally have higher earnings and more stable employment, many lower skilled workers do not see the need for further education and training: they often believe that their skills are adequate. It follows that there is a clear need for detailed analysis of the effects of non-financial barriers on participation in adult learning.

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1 INTRODUCTION AND BACKGROUND

1.1 Background on the OECD Thematic Review of Adult Learning

In 1996, the OECD Education Committee meeting at Ministerial level agreed to implement strategies of lifelong learning for all. At their meeting in Paris, the ministers concluded that far-reaching changes would be necessary if the goal of 'lifelong learning for all' were to be realized. Recognizing that adults encounter particular problems in participating in lifelong learning, the ministers called on the OECD to 'review and explore new forms of teaching and learning appropriate for adults, whether employed, unemployed or retired'.

In 1998, participants at a joint OECD/US Department of Education conference on adult learning further suggested that a thematic review would be a valuable tool for identifying and analyzing lessons learned from different national experiences. In response, the Education Committee of the OECD at its meeting in November 1998 proposed a Thematic Review of Adult Learning in OECD member countries. The objective of the review would be to identify, analyze and compare cross-country experiences with adult learning, and to understand how policy and institutional environments might be made more supportive for adult learning.

In March 1999, the Employment, Labour and Social Affairs (ELSA) Committee of the OECD expressed strong support for the proposed Thematic Review but suggested some amendments to reflect the specific issues and concerns of the OECD labour ministers. At the suggestion of the ELSA Committee, the OECD Directorate for Education, Employment, Labour and Social Affairs (DEELSA) agreed to make this project a joint undertaking of both the Education and the ELSA Committees.

National representatives met in Paris in June 1999 to discuss the proposed terms of reference that would incorporate the interests of the two committees, and to indicate Canada's interest in direct participation in the Thematic Review. Canadian delegates to this discussion included representatives of the Council of Ministers of Education Canada (CMEC) and Human Resources Development Canada (HRDC).

1.2 Overall Objectives and Scope of the Thematic Review

The purpose of the Thematic Review of Adult Learning is to review the adequacy of learning opportunities for adults, and to assess the participation and access to learning by adults. Through systematic cross-country comparisons, the review will examine: the patterns of participation and non-participation in adult learning; the problems associated with current patterns of involvement; adult learning policy programs and institutional arrangements; and options that can be regarded as good practices and how/whether these can be applied more widely. The review will also identify the analyses and data that are needed to ensure an informed public debate on adult learning.

Four major themes have been established for the Thematic Review:

> *Theme 1: How can government, social partners and other actors improve the incentives and motivation for adults to learn?*
>
> This theme is based on the premise that adults in general, and specific groups of adults in particular, do not receive enough training or the right type of training. The issues include training externalities, learning

incentives and motivation for both the firm and the individual, training outcomes and training expectations.

Theme 2: An integrated approach to the provision of, and participation in, adult learning

One crucial aspect of the Study is an examination of the degree of coordination among the institutions concerned with adult training. This includes recognition of training outcomes across institutions and sectors, the availability of information to inform decision-making, and the integration of support services such as transportation, child-care, and health-care.

Theme 3: Improving the quality, pedagogy and variety of learning provision

The central consideration under this theme is whether the content, pedagogy and methods of delivery of adult learning activities are adapted to the learning needs and styles of adults, as well as whether or not the institutional setting is appropriate.

Theme 4: Improving policy coherence and effectiveness

Fragmentation in institutional arrangements is reflected in a lack of coherence and co-ordination at the policy level. This includes both a lack of vertical integration (are adult training policies well connected with formal learning at the initial, secondary and tertiary levels?), and a lack of horizontal integration (education and training policies need to be coordinated with broader employment, social and economic policies).

Ten countries are participating in the review: Canada, Denmark, Finland, Hungary, Norway, Portugal, Spain, Sweden, Switzerland and the United Kingdom.

I.3 Canadian Participation in the Thematic Review

The OECD requested that countries participating in the review produce a country Background Report that would provide an OECD Expert Review Team with the information needed to conduct an effective direct investigation. As in previous thematic reviews, a team of international experts visited Canada for a two-week period for interview and site visits. Four provinces agreed to host the OECD Review Team in Canada (British Columbia, Saskatchewan, Quebec and New Brunswick).

A team composed of representatives of the Province of Saskatchewan, the Council of Ministers of Education, Canada (CMEC), and Human Resources Development Canada (HRDC) provided overall direction for the development of the Canada Background Report. The actual work for the Background Report was carried out by a team of researchers composed of: Doug Giddings (team leader), Bill Ahamad, Georges Latour, Kjell Rubenson, Derek Hum and Wayne Simpson. All provinces/territories were asked to designate a contact person to provide data and information specific to their jurisdiction.

I.4 Objectives and Organization of this Report

It was decided at the outset that, in addition to providing information for the OECD Review Team, the Canada Background Report would address the information needs of the host country. A review

of adult learning policies and programs across Canada seemed to be timely since there have recently been profound changes in the organization, structure and financing of Canada's adult learning systems.

With globalization, the growing use of information and communication technologies, and the emergence of the knowledge-based economy, lifelong learning has become widely recognized as a critical element in economic and social development policies. A primary objective of the Canadian Background Report is to capture the philosophy and structural context of adult training in Canada – particularly with regard to the roles of public institutions, private enterprises and individuals. In particular it was considered essential that the Report should reflect the relative roles and responsibilities of different organizations in a federal state such as Canada.

The Report reviews available data on the economic and social benefits and costs of adult training, including an examination of available studies on training in industry. Particular attention is given to exploring whether or not Canadian employers grossly under-invest in workforce training, and to identifying the factors that might explain any market failures in training. The Report explores Canadian evidence from the Adult Education and Training Survey and other sources on the issue of how equitably adult training is distributed, addressing such questions as whether or not adult training widens the gap between the highly educated and the less educated and contributes to social exclusion.

The report is organized in six chapters:

- Chapter I: Introduction and Background;
- Chapter II: Setting the Context: the Political, Social and Economic Structure of Canada;
- Chapter III: Policy and Organization of Adult Learning Systems;
- Chapter IV: A Portrait of Adult Learning in Canada;
- Chapter V: Assessing the Effectiveness of Adult Training; and
- Chapter VI: Summary and Overall Assessment of Adult Learning in Canada.

A bibliography and a glossary of the common terms and descriptions used in the field of adult training are included at the end of the Report. There are three appendices:

- Appendix I: Provincial/Territorial programs in Adult Learning.
- Appendix II: Federal programs in Adult Learning
- Appendix III: Additional statistical tables relating to Chapter IV
- Appendix IV: Questionnaire on Adult Learning for Ministries and Departments

Chapter II sets the context for the Background Report. Canada is a federal state with legislative authority shared by the federal government, ten provincial governments and three territorial governments. Education is primarily the constitutional responsibility of the provincial and territorial governments, so that adult education and training policies and programs are complex and diverse. They are affected by social, political and economic factors.

Chapter III describes the adult education systems and policies in Canada in qualitative terms. It covers public and private training activities, training methods and technologies, and policies and practice in training related issues such as skills standards and assessment. Chapter III also outlines government adult learning policies and programs across Canada and describes how training is organized in terms of its institutional structures, including descriptions of the various players and stakeholders and the roles they play in adult training. It summarizes recent and anticipated trends in adult learning.

Chapter IV provides a portrait of adult training in Canada based on quantitative and qualitative evidence from existing surveys and studies. The principal data sources are: the Adult Education and Training Survey (AETS), New Approaches to Lifelong Learning Survey (NALLS), the International Adult Literacy Survey (IALS), and the most recent surveys and studies of training in industry (Canadian Facts, EKOS and the Workplace and Employee Survey). The portrait describes the characteristics of adult learners and explores access to adult learning by education, skill and age and the barriers to adult learning.

Chapter V explores the economic and social costs and benefits of adult training, drawing upon existing studies and public sector program evaluation studies. This chapter examines the methods used to evaluate adult training programs and summarizes the lessons learned in Canada about effective training practices, with special attention to training programs for disadvantaged and at-risk adults. It reviews what is known about the effectiveness of worker training and its rate-of-return, and evidence that firms invest too little in training. Chapter IV also examines, in broad terms, the implications of new theories of economic and social development (social capital, knowledge economy and endogenous growth theories) in determining how much society should invest in adult learning.

Chapter VI assesses adult learning systems in Canada in terms of coherence and transparency; it also summarizes recent trends in adult learning in Canada and appraises the strengths and weaknesses of the system. It addresses the question of who makes the training decision and its implications for the design of government programs. This chapter identifies the major gaps in programs, and describes exemplary/innovative practices in areas such as standards and assessment, business-education partnerships and worker-employer initiatives. Chapter V also summarizes the major knowledge gaps in adult learning.

I.5 Methodology

In preparing the Background Report, the team relied heavily on existing information from sources such as published surveys, government policy documents, research reports and program evaluation studies. Information from secondary sources was supplemented by interviews and surveys.

The participation of provincial/territorial governments in the report was essential. Information was collected by survey and from provincial documents such as policy papers, annual reports and evaluations. In order to reduce the response burden on provinces/territories and to ensure consistency in definition and concept, this study used, as much as practicable, data available from centralized sources such as surveys of training carried out by Statistics Canada, administrative data on training institutions, and national surveys of training in industry conducted by Canadian Facts, EKOS and others.

In order to ensure that the Background Report accurately captured the diversity of policy and practice in adult learning across Canada, information was collected directly from the provincial ministries and departments responsible for adult education and training. The questionnaire covered items such as: the definition and organization of adult education and training; the providers of adult education and training; support for adult education and training; the evaluation of adult education and training; and research and innovation in adult education and training. CMEC identified a senior official to act as a contact in each province and territory, and also distributed the questionnaire to the contacts.

The response to the survey was excellent. The survey was conducted in two stages: the questionnaire was distributed in the first stage, with telephone follow-up when necessary; in the second stage, a summary of responses was sent out to the provinces/territories for validation and comment. These comments and suggestions were incorporated in the final draft.

The research team also interviewed officials in Human Resources Development Canada in the following areas: the Learning and Literacy Directorate, the Labour Market Directorate, the Human Resources Partnerships Directorate (Sector Councils, Essential Skills, Prior Leaning Assessment and Apprenticeship), Labour Market Policy and Federal-Provincial Relations.

II. SETTING THE CONTEXT: THE POLITICAL, SOCIAL AND ECONOMIC STRUCTURE OF CANADA

II.1 Introduction

The level and types of adult education and training in an economy depend on a variety of factors such as its political, social and economic structure. This is particularly important in Canada. The country is vast, and its population of 31 million is concentrated in a few cities and along the long border with the US. Almost one-fifth of the population lives in rural (non-farm) areas and is spread over an enormous area: this can make access to and delivery of adult education and training particularly difficult.

II.2 Political structure

Canada is a federal state with legislative authority shared by thirteen governments: the federal government, ten provincial governments and three territorial governments. The newest territory, Nunavut, was created in 1999: it covers a vast area (one-fifth of Canada's area) and consists of the central and eastern portions of the Northwest Territories as defined before 1999.

The responsibilities of the two main levels of government are specified by the Constitution. The federal government is responsible for areas such as national defence, trade, the banking and monetary system, and criminal law; the federal government also has residual powers, that is, it is responsible for areas not specified in the original Constitution (1867). Provincial governments are responsible for education, health, welfare, the administration of justice, and natural resources within their borders. Territorial governments have similar responsibilities as provincial governments: however, the territorial governments (but not the provincial governments) are required to report to the federal government.

While education is primarily the constitutional responsibility of provincial and territorial governments, the federal government has responsibility for the education of Native peoples, the population of the territories, the armed forces and inmates of federal penal institutions. In addition, the federal government has, over time, become indirectly involved in specific aspects of education, and particularly in technical and vocational education and post-secondary education.

Federal involvement in technical and vocational education dates from the early part of the 20th Century with the agriculture education program. This was followed by a number of legislative acts dealing with technical and vocational education, the most recent of which (the Adult Occupational Training Act - AOTA) was introduced in 1967. Under the AOTA, the federal government purchased training courses or seats from provincial institutions or private schools for its clients (particularly the unemployed). These course purchase arrangements remained in force until 1996 when the federal government developed new working arrangements with the provinces/territories. These new arrangements form part of the Employment Insurance (EI) Act, which establishes guidelines for the development of active employment benefits and the maintenance of employment services.

Federal involvement in post-secondary education dates from the economic depression in the 1930s: the federal government provided direct assistance to students to continue their education in post-secondary institutions. In addition, federal assistance was provided to universities to help defray the costs of education for war veterans after World War II. This program was modified during the 1950s and 1960s, and eventually became part of the block funding for the Canada Health and Social Transfer (CHST).

The federal government is also involved in post-secondary education though the funding of research and scholarship (for example through the National Science and Engineering Research Council and the Social Science and Humanities Research Council), and through loans to students. The student loan program was started at the end of the First World War, and it was modified over the years and replaced by the Canada Student Loans Program (CSLP) in 1964.

II.3 Economic and social structure

Canada is among the most developed countries in the world. In 1999, GDP was estimated to be $957.9 billion (Can$). This works out to about $31,000 per capita (Can$), which, at purchasing power parity exchange rates, is about $25,900 (US$): this compares with about $33,900 (US$) for the US.

The economy is highly industrialized, and like other developed economies most of the GDP originates in service industries. In 1998, services represented 64% of GDP; agriculture represented 3%, and other goods-producing industries represented 33%.

The various industries are spread unevenly over the country. About three-quarters of manufacturing and about two-thirds of financial service industries are located in Ontario and Quebec. Ontario has the most diversified provincial economy, and it accounts for about 90% of automobile manufacturing in the country.

In the Atlantic provinces (Newfoundland, Prince Edward Island, Nova Scotia, and New Brunswick), mining, fishing and forestry are relatively important industries; and in the Prairie provinces (Manitoba, Saskatchewan and Alberta) primary industries are relatively important: agriculture in Manitoba and Saskatchewan, oil and gas in Alberta. In British Columbia, forestry and metal mining are relatively important. In the three territories the mining industry is relatively important.

The population of Canada is highly diverse. The country has two official languages, English and French: in 1996 about 59% reported English as their mother tongue, and about 23% reported French as their mother tongue. However, about 18% reported either more than one mother tongue or a mother tongue other than English or French (these include Chinese, Italian, German, Polish, Spanish, Portuguese, Punjabi, Ukrainian, Arabic, Dutch, Tagalog, Greek, Vietnamese, Cree, and Inuktitut).

This diversity is partly due to new sources of immigration. In 1996, there were about 5 million immigrants living in Canada (17.4% of the total population). European-born immigrants still form the largest group of immigrants; but immigration from Asia and the Middle East has grown rapidly over recent years, so that European-born immigrants now account for less than half of the total immigrant population.

The age composition of the population has also changed dramatically over the past 50 years or so. The baby-boom in the late 1940s led to profound changes in Canada. The baby-boomers created a significant influx of students first in the elementary school system and then in the secondary school system, and many new schools had to be built to accommodate them; and as they aged, the post-secondary education system was modified and expanded significantly to meet their needs.

The age composition of the population has again changed dramatically over recent years (see Table II.1). The proportion of the youngest population has dropped markedly, and the proportion in the older age groups has risen as the baby-boomers have aged: the proportion of the population aged 65 and over will likely continue to rise as the baby-boomers become older.

Table II.1 Age distribution, 1996 and 2001 (%)

Age-group	1996	2001
0-14 years	20.5	18.8
15-24 years	13.4	13.5
25-44 years	32.4	31.2
45-64 years	21.5	23.9
65-74 years	7.1	6.9
74+ years	5.1	5.7

Source: Statistics Canada

The population of the provinces and territories differs considerably (Table II.2). Ontario is the largest with nearly 12 million people, and Nunavut is the smallest with only 28 thousand; Nunavut covers one-fifth of the area of Canada.

In 1996, about 3 percent (about 800 thousand people) of the total population (about 28.5 million) belonged to one or more of the three aboriginal groups recognized by the Constitution: North American Indian, Métis and Inuit. Of this percentage, about 69% were North American Indian, 26% Métis and 5% Inuit.

Table II.2: Selected indicators by province/territory

Province/territory	Total population in 2001 (000)	Aboriginal population in 1996 (%)	Unemployment rate in 2000 (%)
Newfoundland and Labrador	533.8	2.6	16.7
Prince Edward Island	138.5	0.7	12.0
Nova Scotia	942.71	1.4	9.1
New Brunswick	757.1	1.4	10.0
Quebec	7,410.1	1.0	8.4
Ontario	11,874.4	1.3	5.7
Manitoba	1,150.0	11.7	4.9
Saskatchewan	1,015.8	11.4	5.2
Alberta	3,064.2	4.6	5.0
British Columbia	4,095.9	3.8	7.2
Yukon	29.9	20.1	Not available
Northwest Territories	40.9	61.9*	Not available
Nunavut	28.2	Not available	Not available

Notes: * Includes Nunavut
Source: Statistics Canada

The proportion of aboriginal people in the total population varies considerably by province/territory (Table II.2). The proportion is nearly 62% in the Northwest Territories (as defined before 1999) and about 10% in Saskatchewanand Manitoba. These proportions have particular significance for education since the aboriginal population is among the least-educated and poorest groups in Canada.

The unemployed form another group that is among the least-educated and poorest groups in the country. Unemployment rates vary significantly among provinces (Table II.2): the rate tends to be the highest in the Atlantic provinces and lowest in the Prairie provinces. The unemployment rate also differs significantly within provinces.

II.4 Education

Since education is primarily the constitutional responsibility of provincial and territorial governments, it is not surprising that the educational system varies across the country. The various systems are broadly similar, but each reflects the history and culture of the particular province/territory. The systems generally include public schools, 'separate' or denominational schools, and private schools. All non-private education in elementary and secondary or high schools is publicly funded. In Quebec, general and vocational colleges (CEGEPs, or *Colleges d'enseignement général et professionnel*) are also publicly funded and require only a minimal registration fee. However, most Canadian post-secondary schools charge tuition fees.

Children are required by law to attend school from age 6 or 7 until age 16, and about five million children now attend public schools. Responsibility for the administration of elementary and secondary schools is delegated to local elected school boards or commissions: these boards have the responsibility for setting budgets, hiring teachers, and developing school curricula within government guidelines.

High (secondary) school programs generally aim to prepare students for post-secondary education or for entry into the labour market: preparation for post-secondary education now dominates the system. Access to post-secondary education (except for specific types of vocational education) generally depends on high school completion, as well as specified performance in certain high school courses such as mathematics. Entry requirements often vary from province to province.

It is generally recognized that preparing students for lifelong learning is a desirable outcome for high school students; but data on participation in adult education and training show that those who have only completed high school education are much less likely than those who have completed more education, to participate in adult education and training . The high school system also provides for some flexibility in the completion of high school: students can and do return to the system to complete high school. Many factors are associated with completion of high school; for example, women are more likely to complete than men.

In some provinces/territories, legislation permits the establishment of separate schools by religious groups. Separate schools account for a significant proportion of total enrolments: in 1995, enrolments in Roman Catholic separate schools accounted for about one-fifth of total enrolments in Canada. Private or independent schools are also relatively important: enrolment in such schools is about 250,000 students.

Before the 1960s, universities provided the bulk of post-secondary education in Canada: they were mainly private institutions, and many had a religious affiliation. However, factors such as the increasing demand for post-secondary education and growing recognition of the importance of education in economic growth, led to dramatic changes in post-secondary education systems. The university system was expanded to include a number of public universities, and new types of non-degree granting post-secondary institutions were created to provide greater choice for students. The latter are generally referred to as community colleges, which includes community colleges, CEGEPs, technical institutes, hospital and regional schools of nursing, and establishments providing technological training in specialized fields: in counting the number of institutions, hospital schools of radiography, medical technology and health records are included (see *Education Indicators in Canada 1999*: Statistics Canada and Council of Ministers of Education). There are now about 200 community colleges and about 100 universities in Canada: total enrolments exceed one million students.

Community colleges offer career-oriented and technical training, as well as university transfer programs and general education leading to diplomas or certificates. However, they differ significantly by province:

In Quebec, the CEGEPs provide an intermediate level of education between secondary school and university. After 11 years of elementary and secondary schooling, students in Quebec must complete a two-year CEGEP program to be eligible for university entrance. CEGEPs also offer three-year career and technical programs similar to those provided by community colleges in other provinces. Adult general education programs and vocational education programs of one to two years duration are offered by school boards at the secondary level

In Saskatchewan, Alberta and British Columbia, community colleges offer vocational and technical training, as well as university transfer programs on an optional basis. In Ontario, some colleges offer programs that allow transfer to a university.

In Ontario, Manitoba, and the Atlantic Provinces, colleges offer programs that are quite distinct from those available at universities.

In 1997-98, enrolments in community college were 551 thousand compared with 823 thousand for universities (Table II.3): Quebec and Ontario account for the bulk of enrolments.

Table II.3: Distribution (%) of enrolments in colleges and university by province/territory of study, 1997-98

Province/territory	College	University
Newfoundland and Labrador	0.9	1.9
Prince Edward Island	0.3	0.4
Nova Scotia	1.4	4.5
New Brunswick	0.9	2.8
Quebec	31.4	28.2
Ontario	39.6	36.9
Manitoba	1.1	3.7
Saskatchewan	0.6	3.8
Alberta	8.7	8.7
British Columbia	14.7	9.2
Yukon	0.1	Not applicable*
Northwest Territories	0.1	Not applicable*
Total (000)	551.2	822.8

*There are no universities located in either the Yukon or the Northwest Territories. Students from these jurisdictions attend institutions located in other areas.

Source: Derived from "Education Indicators in Canada" (1999): Statistics Canada and Council of Ministers of Education

Although the distributions for colleges and universities are not strictly comparable, there are some interesting differences between them. In Saskatchewan, the proportion for college enrolments is much lower than for university enrolments; by contrast, in British Columbia the proportion for college enrolments is much *higher* than for university enrolments. Thus, in Saskatchewan, a lower proportion of students selects college education instead of university education; by contrast, in British Columbia, a higher proportion of students selects college education instead of university education.

Looked at in a different way, these data show that only about 10% of all post-secondary students in Saskatchewan were enrolled in colleges; this compares with about 52% in British Columbia.

Although some adults take college or university programs on a full-time basis, many do so on a part-time basis. In 1997-98, 28% of all college students and 30% of university students were enrolled on a part-time basis (Table II.4).

Table II.4: Proportion (%) of part-time enrolments in total enrolments for colleges and university by province/territory, 1997-98

Province/territory	College	University
Newfoundland and Labrador	2.1	17.0
Prince Edward Island	8.0	16.4
Nova Scotia	3.6	18.9
New Brunswick	3.4	18.4
Quebec	6.4	43.5
Ontario	36.0	25.1
Manitoba	35.3	31.8
Saskatchewan	4.8	23.6
Alberta	32.2	26.0
British Columbia	56.3	29.6
Yukon	60.5	Not applicable*
Northwest Territories	71.4	Not applicable*
Total	28.0	30.3

* There are no universities located in either the Yukon or the Northwest Territories. Students from these jurisdictions attend institutions located in other areas.

Source: Derived from "Education Indicators in Canada" (1999): Statistics Canada and Council of Ministers of Education

The ratio varies considerably by province/territory, particularly for colleges. Only 2% of college students in Newfoundland and Labrador, but 71% of those in the Northwest Territories were enrolled on a part-time basis. At the university level, the lowest proportion is for Prince Edward Island (16%), and the highest is for Quebec (44%).

Data from the 1996 Census show that slightly more than one-fifth of the population aged 25-54 (the core working age population) had not completed high school (Table II.5). At the other end of the continuum, one-fifth had completed a university education.

Table II.5: Distribution (%) of population aged 25-54 by level of education, for total population and aboriginal population, 1996

	Less than High School	High School diploma	College/Trade-vocational	University
Aboriginal population	42.2	22.8	28.6	6.4
Total population	22.9	25.6	30.8	20.7
Total number (000)	5,964.6	6,666.8	8,031.3	5,382.0

Source: Derived from "Education Indicators in Canada" (1999): Statistics Canada and Council of Ministers of Education

The educational attainment of the aboriginal population is much lower than that for the total population. In 1996, slightly more than two-fifths of the aboriginal population aged 25-54 had not completed high school; and only 6% had a university education.

Table II.6: Distribution (%) of population aged 25-54 by level of education, by province/territory 1996

Province/territory	Less than High School	High School diploma	College/Trade-vocational	University
Newfoundland and Labrador	34.4	16.7	35.6	13.2
Prince Edward Island	30.8	20.1	33.0	16.1
Nova Scotia	26.8	19.3	35.0	18.9
New Brunswick	28.8	25.4	30.3	15.5
Quebec	24.5	27.2	28.1	20.3
Ontario	20.8	26.1	30.7	22.4
Manitoba	28.3	23.7	29.2	18.7
Saskatchewan	28.2	23.1	30.8	17.8
Alberta	21.9	24.5	33.9	19.8
British Columbia	19.8	26.2	33.0	21.0
Yukon	18.3	21.3	39.4	21.0
Northwest Territories	29.0	19.8	34.8	16.4
Total number (000)	5,964.6	6,666.8	8,031.3	5,382.0

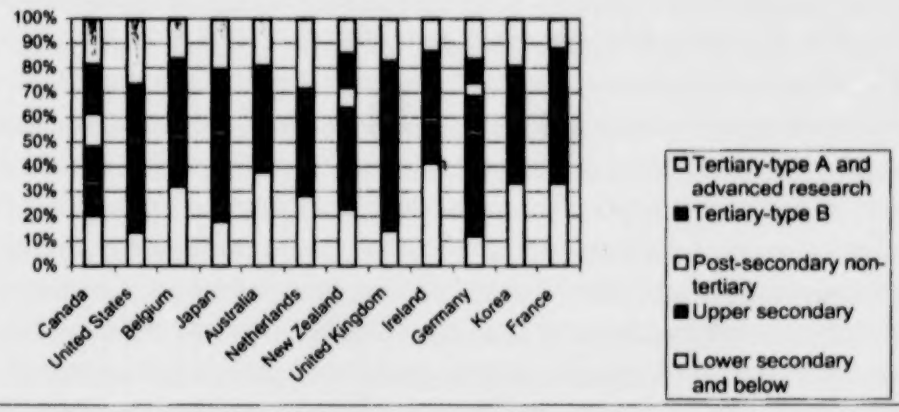
Source: Derived from "Education Indicators in Canada" (1999): Statistics Canada and Council of Ministers of Education

Educational attainment varies significantly by province and territory (Table II.6). In 1996, the proportion of those aged 25-54 with less than high school was highest for Newfoundland and Labrador and lowest for the Yukon. At the other extreme, the proportion with a university degree was lowest for New Brunswick (16%) and highest for Ontario (22%).

II.6 Post-secondary education

Comparison with other countries suggests that Canada has become a high education society. The data in Chart II.1 provide a comparison of the education levels of the adult population 25 to 64 years of age in selected OECD countries. As is evident from the chart, Canada is a high education society even by the standards of advanced industrialized nations.

Chart II.1: Distribution of population aged 25-64 by level of education (1998)

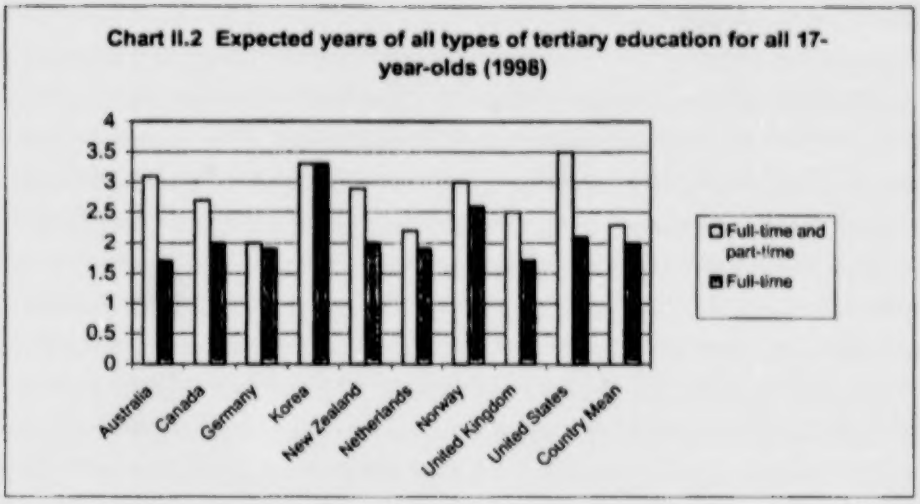


Source: OECD, Education at Glance, 2000

In Canada combining tertiary-type A (university and advanced research), with tertiary-type B accounts for 38.8% of the population.[1] The figure is somewhat lower for the US (34.9%). The figures for the UK, Ireland and Germany somewhat lower (26%), while that for France is 23%.

The rate of education participation in Canada remains high relative to other OECD countries. Participation rates in tertiary education in Canada and the US have been relatively high compared with other nations; but many other countries are catching up. The data in Chart II.2 show enrolment rates in tertiary education based on the number of years of tertiary education that 17 year-olds are expected to experience on average over their lifetimes. The data show that in Australia, for example, 17 year-olds are expected to receive at least three years of tertiary education over the course of their lives.

[1] *Tertiary-type A programs* (ISCED 5A) are largely theory-based and are designed to provide sufficient qualifications for entry to advanced research programs and professions with high skill requirements. *Tertiary-type B programs* (ISCED 5B) are typically shorter than those of tertiary-type A and focus on practical, technical or occupational skills for direct entry into the labour market, although some theoretical foundations may be covered in the respective programs. They have a minimum duration of two years full-time equivalent at the tertiary level (OECD, "Education at a Glance", 2000). Combining type A and type B for comparison purposes is reasonable; but it must be acknowledged that the percentage with university-level qualifications is higher in the US, while the percentage completing community college in Canada is higher.



Source: OECD

Participation in tertiary education in OECD countries increased significantly in the early 1990s. The total number of students enrolled in tertiary education programs grew by more that 20% between 1990 and 1997 in all but five OECD countries – Canada, Germany, the Netherlands, Switzerland and the US. Rates in the US and Canada were already high, and they have stayed high. The rates in Germany and Switzerland were below average rates, and they have fallen even further behind. In other OECD countries, the gap has been closing.

In a recent paper, Bouchard and Zhao (2000) show that full-time university enrolment rates leveled off in the 1990s after many years of growth; by contrast, part-time university enrolment rates have fallen significantly during the 1990s. These changes in enrolments coincided with increases in university tuition fees. The authors also found that between 1986 and 1994, there was a widening in gap in enrolment by socioeconomic status. They also suggest that increases in tuition fees and debt levels may have more impact on the participation of students from families with a lower socioeconomic status.

II.7 Adult education and training

Although adult education and training is now seen to be an important component of education and training, it has from time to time been regarded as something of a marginal activity. As a result, its development over time has been mixed, and some of its components have received greater attention than others.

As in other countries, adult education and training in Canada can be formal or informal. Formal adult education and training is provided by educational institutions such as secondary schools, colleges and universities; but it is also provided by a variety of other organizations and institutions such as social agencies, unions, employers, and equipment manufacturers. Informal training can take many forms, such as: reading, radio and TV broadcasting, and on-the-job training.

Language instruction is an important component of adult education and training in Canada. It has traditionally been offered to immigrants through school boards and other agencies (such as the Y.M.C.A.);

but since the 1960s the federal government provided significant funding for language programs, so that there has been a large increase in the importance of language instruction. Extra-mural or extension courses provided by universities form another important component of adult education and training in Canada: such courses have been offered by universities for many years. These courses were initially seen as providing social and remedial education, but they also provided a basis for individuals to complete the requirements for degrees, or to upgrade their academic skills; many individuals now take such courses for personal interest or to enrich their basic knowledge.

One of the earliest efforts in adult education and training using radio broadcasts dates from World War II. The Farm Radio Forum was developed by the Canadian Broadcasting Corporation (CBC) to provide a forum for rural groups to hold discussions on current topics. The development of TV also led to experiments in the provision of new learning mechanisms for adults. The CBC was in the forefront of experiments with TV for learning, but many provincial governments also created educational TV facilities of their own: the Ontario Educational Communications Authority (TV Ontario) and Télé-Québec, with its 'Carrefour' Éducation, and educational programs such as Télé-université are examples.

The Canadian Association for Adult Education (formed in 1935) was intended to provide a basis for stimulating and coordinating interest in adult education. The members of the association were drawn from a variety of institutions and organizations including schools, universities, agricultural organizations, cultural and religious associations, and women's groups.

III. POLICY AND ORGANIZATION OF ADULT LEARNING SYSTEMS IN CANADA

III.1 Introduction

This chapter provides a summary of policies and programs in adult education and training in the various provinces and territories. The summary is based on responses to a questionnaire on adult education and training sent to provincial and territorial ministries or departments: a more detailed report is included in Appendix I. The responses to the questions show that policies and programs in adult education and training vary considerably by ministry or department, and by jurisdiction. This is not surprising given the diversity in the social, economic and demographic structure among jurisdictions. Their policies and programs in adult education and training reflect not only this diversity, but also the different priorities of their governments.

As noted in Chapter II, although education is primarily the responsibility of the provincial and territorial governments, the federal government has, over time, become indirectly involved in technical and vocational education and post-secondary education. There are two main arguments for federal involvement: the first stems from its responsibility for the national economy, and hence for economic growth and employment; the second is based on considerations of equity and social cohesion, and hence on concerns for the welfare of disadvantaged groups (such as the poor and the less educated). A brief description of federal policies and programs is included below; a more complete description can be found in Appendix II.

Public institutions, private colleges and community-based organizations provide much of the adult education and training in Canada: a brief description of the structure of these institutions is included in this chapter. The chapter also includes a description of the apprenticeship system in Canada.

III.2: Provincial/territorial policies and programs

How is adult education/training organized?

In many jurisdictions, different ministries or departments have some responsibility for adult education and training. One advantage of this approach is that programs can be directed to the needs of specific clients. But it is essential that there should be close coordination of programs to avoid duplication and to ensure efficiency. This coordination takes place in different ways. In some jurisdictions, the primary responsibility for adult education and training rests with one or two ministries or departments. In others, coordination is effected through formal arrangements among ministries or departments. Special bodies or committees have also been created to coordinate program delivery; and in some jurisdictions, the Labour Market Development Agreements with Human Resources Development Canada (HRDC) provide a mechanism for doing so.

Who is the adult learner?

Most jurisdictions do not have an official definition of an adult learner. Ministries and departments therefore use definitions that are based on the objectives of the particular program; as a result, the definition of adult learner varies by program within a government, and even within a given ministry or department in the same government.

Most jurisdictions (Newfoundland and Labrador, Nova Scotia, New Brunswick, Ontario, Saskatchewan, Alberta and British Columbia) do not have an official definition of an adult learner. Only four (Prince Edward Island, Quebec, Manitoba and the Northwest Territories) indicate that they do.

This variation in the definition of adult learners makes good sense: it is reasonable that training programs should be targeted to the social and economic conditions in a jurisdiction, and that they should be tailored to the needs of the clients in the particular program. However, since the supply of training places and the availability of financial resources are limited and vary by program, adult learners in different jurisdictions will face different barriers to participation in adult education and training. It follows that differences in definition may contribute to inequities in access to adult education and training, both within a jurisdiction and across the country.

Governance

Governments maintain control over the provision of education and training through legislative acts that govern the various institutions. Public institutions are generally governed by a board, which often includes a variety of stakeholders. Boards now include a variety of stakeholders and have a greater degree of responsibility. For example, the province of Quebec has recently introduced significant modifications in the sharing of responsibilities and powers between educational institutions and school boards: the governing board for each school is now made up of parents, students, teachers and members of the community, and is chaired by a parent. .

In some jurisdictions private educational/training organizations and institutions require a licence to operate; but in others, registration with a government ministry or department is sufficient. The requirements for registration vary by jurisdiction; but they usually include some reference to occupations, and they exclude courses that are free (or in some cases, below a specified minimum fee).

Most jurisdictions have a policy on the accreditation of courses for adult education/training; but this policy varies by jurisdiction. In general, governments determine the standards for secondary education, for apprenticeship programs, and for non-university programs at the post-secondary level. Accreditation at the university level is usually the responsibility of the institution.

Accreditation, Prior Learning Assessment and Recognition, Occupational Standards, and Curriculum Development

Some jurisdictions have no articulated policy on Prior Learning Assessment and Recognition (PLAR). In some of those that do, ministries/departments have this responsibility; in others, the responsibility for PLAR rests with the institutions themselves. It follows that adults who want to obtain additional educational qualifications in Canada (and especially immigrants) are likely to face barriers that are quite different in different jurisdictions.

Skill standards for some occupations have been developed in some jurisdictions. These are sometimes developed independently by the particular jurisdiction; but some are developed through

cooperation with other governments (such as the Red Seal program for apprenticeship), or with employers and other stakeholders.

Curriculum is developed in different ways for different types of institutions in different jurisdictions. In some cases, the institutions themselves have the responsibility for developing curriculum. In others, the government sets learning outcomes, while the curriculum is determined by the provider. In still other cases, the government develops the curriculum.

Support for adult education/training

All jurisdictions provide some direct or indirect support for adult education/training to institutions, employers and individuals. Institutional support is generally available for elementary and secondary education, for apprenticeship programs, and for post-secondary education. However, only a few jurisdictions have developed special programs that provide direct support (financial and non-financial) for special forms of adult education/training (such as industrial training). Employer support may take different forms, such as: training in particular sectors; skills upgrading; and the employment of social assistance recipients.

In all jurisdictions, individuals may obtain financial assistance for adult education and training under student loans programs and also directly from institutions through scholarships and bursaries. However, some jurisdictions also provide financial assistance for individuals on Employment Insurance (EI) or on income assistance. Non-financial support usually takes the form of career and education planning, and the provision of Labour Market Information.

Selection of Institutions, Programs/Courses and Clients

Various criteria are used for selecting institutions, employers and individuals for support. These vary significantly by jurisdiction and by type of education/training. Many jurisdictions use a variety of criteria such as access to training programs and labour market demand, as a basis for selecting institutions to be funded. Selection of the courses or programs to be funded is based on employer needs, labour market demands, and other factors (such as student satisfaction).

In some jurisdictions, educational attainment is often used as a criterion for selecting clients for some programs; criteria such as age and the need for remedial education/training are also sometimes considered. Some courses/programs are reserved for target groups, such as aboriginal persons, women, and recipients of income assistance; and special programs have been instituted in some jurisdictions for target groups such as aboriginal groups. Various methods (such as advertising and the use of community-based agencies) are used to try to reach hard-to-reach groups; and the Internet is being used to improve access in remote areas.

The availability of statistics and evaluation

The availability of statistics on enrolments and on hours spent in adult education/training varies considerably by province/territory, and by ministry/department in some jurisdictions. Data on enrolments are generally available for public institutions at different levels of education; but data on hours spent in adult education/training are only available for some types of institutions and in some jurisdictions. It follows that the available statistics cannot be used to provide a comprehensive picture of adult education and training in Canada.

Many sources of information are available for adults to identify and to determine how best to meet their training needs. These include: follow-up surveys of graduates; information on skills requirements; career exploration/career counselling; needs assessment and diagnostic learning assessments; and training development plans. This information is available in print and through personal interview, and sometimes in electronic format; attempts are being made to provide on-line access.

The evaluation process and techniques used vary considerably by jurisdiction. In many jurisdictions, evaluation is conducted as part of the accountability process and the monitoring of programs; the Labour Market Development Agreements with HRDC includes a process for joint evaluation of programs. Many ministries and departments in the various jurisdictions also undertake follow-up surveys of graduates, often at regular intervals. Some ministries/departments have started to conduct fairly sophisticated evaluation studies.

Changes and gaps in adult education/training

There have been many changes in adult education/training over the past five years. Some jurisdictions indicate that one of the most significant changes has been the shift from institutional support to individual support by HRDC: one important implication of this change is that the support for public educational institutions has been significantly reduced. Other major changes include some consolidation of programs and providers, and the impact of new technology (such as the Internet).

Changes anticipated over the next five years vary considerably by program and by jurisdiction; but it seems clear that technology will play an increasingly important role in adult education/training. Some provinces see the need for continuing integration and accountability, while others see a growing need for training for special groups, such as Native peoples.

Provincial/territorial government officials perceive that there are some major gaps in adult learning. These include: the provision of education/training to individuals in remote areas; access to technology; workplace-based training; and the availability of data and research, especially at the local level.

Research and innovative practices

Research priorities vary by jurisdiction. Many respondents seem concerned with developing better LMI and analysis, with access by disadvantaged groups (e.g. Native peoples, and social assistance recipients), and with the use of technology for training. Some have a special budget for R&D, but most do not.

Most jurisdictions have implemented some innovative practices. These often involve the use of technology (such as modularized learning processes, distance education, and Internet-based learning). Some use innovative approaches for training disadvantaged groups: e.g. institutions controlled by Native peoples, and self-assessment for social assistance recipients.

III.3 Federal Policies and Programs in Adult Education and Training

Federal involvement in adult education and training takes several forms: support for post-secondary education, occupational skills training, partnerships with private sector and public sector organizations, and the provision of Labour Market Information.

Support for post-secondary education

Federal support for post-secondary education includes:

- Funding under the Canada Health and Social Transfer (for post-secondary education, health care and other social programs), together with tax transfers to the provinces (instituted in 1997);

- Funding research and scholarship under the Natural Sciences and Engineering Research Council, the Social Sciences and Humanities Research Council and the Canada Institute for Health Research;

- Student loans under the Canada Student Loans (CSLP) Program currently administered by HRDC;

- Canada Study Grants (introduced in 1995) to assist students with permanent disabilities, high-need part-time students, and women in certain doctoral studies; and

- The Canadian Opportunities Strategy introduced in 1998, (which includes a Canada Study Grant for students with dependants, and scholarships based on merit and need from the Canada Millennium Scholarship Foundation), designed to reduce financial barriers and other obstacles that may restrict the acquisition of skills and knowledge.

Such support for post-secondary education has a significant impact on adult education and training: for example, many full-time students who receive loans under the CSLP (especially those in college) are over twenty-five years of age.

Occupational skills training

Federal involvement in occupational skills training dates from the mid-1960s with introduction of the Adult Occupational Training Act (AOTA), which was later replaced by the National Training Act (1980-1996). Adult training was defined so that a distinction could be drawn between education and training. The definition was based on program criteria: clients had to be at least one year above the school-leaving age, and out of school for more than one year. The training was to be job-related, and it was expected to lead to employment.

Initially the federal government purchased training courses (or seats) from provincial institutions or private schools for its clients (particularly the unemployed). However, these arrangements were changed significantly in 1996 when the federal government announced that it would withdraw from the existing arrangements, and explore new working arrangements with the provinces and territories.

The changes were embodied in the Employment Insurance (EI) Act introduced in 1996, which established guidelines for the development of active employment benefits and the maintenance of employment services that would ensure that the Canada Employment Insurance Commission (CEIC) would work in concert with provincial and territorial governments. The EI Act allowed CEIC (which became part of HRDC) to enter into agreements with the various governments to provide for the payment of contributions for all or a portion of any costs of benefits, or for measures similar to employment benefits. All jurisdictions with the exception of Ontario (and Quebec, which chose a transfer agreement in principle) have entered into a Labour Market Development Agreement (LMDA) with the federal government. A number of jurisdictions chose a co-management option in which HRDC is responsible for

implementation. Others chose an option that essentially transfers responsibility for the design and delivery of active employment benefits (including skills development and selected employment service functions) to the jurisdiction.

The active employment measures provided under Part II of the EI Act include targeted wage subsidies, targeted earnings supplements, self-employment, job creation, and skills development. Support measures include: Employment Assistance Services (EAS) such as counselling; labour market partnerships; and R&D. In order to be eligible for direct services such as skills development, individuals must have a current EI claim or one that ended in the previous three years (reach-back), or have a maternity or parental claim that began in the preceding five years.

The new arrangements for providing skills development benefits under the EI Act have been accompanied by profound changes in the overall philosophy and approach to training. One of the most important of these is that clients are now expected to play a more direct and active role in their training. Clients are responsible for:

- Preparing a return-to-work action plan and negotiating a package of grants and loans (when used) with a consultant;
- Finding training courses and making arrangements with providers; and
- Contributing financially (depending on means and circumstances).

The EI Act does not cover all HRDC supported training, and the department continues to fund some training from the Consolidated Revenue Fund. Training is often incidental to programs for groups such as youth-at-risk and persons with disabilities. Funds from the Consolidated Revenue Fund are set aside for services for aboriginal peoples provided under the Aboriginal Human Resources Development Strategy.

Partnerships with private sector and public sector organizations

During the late 1980s and the early 1990s, the federal government experimented with the use of different mechanisms for promoting private sector involvement in training and human resource development.

One such experiment was the creation (in 1991) of the Canadian Labour Force Development Board (CLFDB), together with a network of provincial and local level boards. This experiment was inspired by European models of business and labour co-management of labour market programs. Although the CLFDB provided leadership in labour standards and PLAR, and the local boards succeeded in creating effective networks between industry and the education community, the experiment was not entirely successful.

Another such experiment was the creation of Sector Councils: these councils originated from the Sector Studies activities of the Canadian Occupational Projections System (COPS) and the work of the Industrial Adjustment Service. The councils provide a mechanism for bringing together representatives from business, labour, education and professional groups: one of their key objectives is to strengthen the human resource development capacity of a critical sector, especially for small and medium enterprises.

The provision of Labour Market Information

Labour market information (LMI) is an important component of the Canadian skills agenda for the 21st century. Better information on the labour market (such as data on wages and job openings, training opportunities, and certification), is critical in identifying the skills required by the economy. LMI is particularly important under the new federal-provincial arrangements. Clients are expected to play a more direct and active role in training than they did in the past: such a client-driven system can only be effective if clients have access to high quality information on labour market opportunities and on training options.

HRDC and its predecessor departments have always devoted considerable resources to the development of LMI: for example, LMI was an important component of the active manpower policies adopted by the Department of Manpower and Immigration when it was created in the mid-1960s. HRDC investments in LMI include key surveys conducted by Statistics Canada (such as the National Graduates Surveys [NGS], the International Adult Literacy Survey [IALS] and the Adult Education and Training Survey [AETS]). Officials in HRDC and Statistics Canada work closely together in developing new surveys to meet the LMI needs of the department and its clients. LMI products range from labour market profiles of local economies to counselling products such as *Job Futures*; and they include databases at various levels of geographic and sectoral detail.

Computer technology (particularly the Internet) has had a major effect on the design and cost-effectiveness of LMI products and applications for adult learners. The CanLearn system on learning opportunities provides a good example: it differs from many other counselling products in that it includes an interactive module specifically designed for adult learners (the Adult Learner Planner).

HRDC has also been a world leader in program evaluation. Federal training programs have been subject to comprehensive evaluation since the mid 1960s, and evaluation methodologies have evolved and improved over the years. The Evaluation and Data Development (EDD) Branch in HRDC is one of the largest such groups in the federal government. Lessons learned from previous adult training programs funded by HRDC and its predecessor departments provide a valuable guide in developing and delivering new programs. Under the Labour Market Development Agreements, federal evaluators work in partnership with provincial/territorial counterparts to provide relevant, reliable, objective and timely information on skills development benefits under Part II of EI.

III.4 The institutional structure of adult education and training

Public Institutions

Post-secondary education in Canada is provided by degree-granting institutions (universities), and by non-degree granting institutions: the latter are generally referred to as community colleges or simply colleges, and they include community colleges, CEGEPs, and institutes of technology. Universities provide degrees at three levels: bachelor's, master's and doctoral. Community colleges offer career-oriented and technical training, as well as university transfer programs and general education leading to diplomas or certificates.

Most community colleges in Canada were established in the 1960s in response to a need for a vocationally oriented alternative to university study; however, two-year university transfer programs were established in some jurisdictions to allow successful students to transfer to university. The widely held conviction at that time was that Canada needed to invest much more heavily in post-secondary education to ensure a more highly trained workforce. By providing a broader variety of post-secondary learning opportunities, community colleges allowed more equitable access to post-secondary education. In some

jurisdictions church-sponsored and public technical schools, as well as hospital nursing schools, were absorbed into the college system.

The expansion of the university system also contributed to greater access to post-secondary education. Continuing education centres or extension services were established on university campuses: these focused on continuing education in fields such as business and education, and on campus-based non-credit courses.

Post-secondary education institutions derive about three-quarters of their funding from the provincial/territorial and federal governments (the largest share is provided by the provinces and territories). Other sources of funding include tuition fees, research grants, contracts with business, industry and government departments, donations, and investment income.

Government support varies widely by both level (college or university) and institution. At the university level, tuition fees account for an increasing proportion of operating income (currently about 20%), and this trend is likely to continue. At the college level, tuition fees account for a much smaller proportion of operating income, partly because tuition is free at CEGEPs for Quebec residents: tuition fees for colleges in other jurisdictions vary between about 10% and 18% of operating income. Institutions usually receive the full course costs for adults sponsored by HRDC.

As noted in Chapter II, education is mainly the responsibility of the provincial and territorial governments: as a result, colleges vary significantly in terms of mandate, management models and policy frameworks. Colleges have the responsibility of responding to the training needs of the private and public sectors, and to the educational needs of vocationally oriented secondary school graduates. Colleges usually maintain close linkages with business and industry, and these linkages form the basis for training contracts (as revenue producing activities) and industry-based curriculum development.

In most provinces/territories, community colleges form the primary vehicle for adult education and worker training; universities also provide a vehicle for lifelong learning, but this only affects a small segment of the adult population. College programs include employment-related programs, such as apprenticeship and continuing education.

Colleges offer hundreds of career-oriented programs, on a full-time or part-time basis, for secondary school graduates and for mature students who might not have completed high school. Most career-oriented college programs fall into two categories: two-year and three-year diploma programs; and certificate programs requiring 1 year of study or less. Completion of high school is not required for certificate programs: these are often referred to as trades-vocational programs and include skills development courses, apprenticeship block release and pre-apprenticeship and general educational upgrading courses (such as Basic Training for Skill Development, life skills training, work adjustment programs etc.). Institutional courses purchased by HRDC for adults since the mid-1960s were almost exclusively trades-vocational courses and were typically provided by colleges in most jurisdictions.

Although college programs are similar in most jurisdictions, some colleges have developed very specialized programs (an example is the animation program at Sheridan College in Ontario). Some specialize in industrial sectors such as forestry, marine training, fishery training and agriculture: and some serve the training needs of more than one province (for example, in the Maritime Provinces). Colleges vary in size: according to the Association of Canadian Community Colleges (ACCC), the average establishment has about 5,000 full-time and 15,000 part-time registrants, in programs such as health, business, technology, trades, academic upgrading, applied and creative arts, social services, hospitality and university preparation.

Colleges generally include both adult and youth learners, although some institutions are dedicated to adult learners; and some programs and courses in integrated institutions are targeted to adults or to specific groups of adults. In addition, there are significant differences in learning styles and approaches between adults and youth, although these differences may diminish after high school. Colleges (and universities) have also had to respond to the growth in the demand for tertiary education at a time when resources have been limited, while still meeting their traditional responsibilities for adult learning.

In recent years, provinces have tried to make optimum use of their educational resources so that the distinction between universities and colleges has become less pronounced. Cooperative programs and joint ventures involving the two groups of institutions, while still not commonplace, have become more common; and there have been calls for greater cooperation between the two types of institution.

Private Colleges

The private colleges (or schools) in Canada comprise what has been referred to as an alternative system for skills training for adults. According to the Survey of Private Schools conducted by Statistics Canada in 1993, there were 1,738 registered private vocational training schools with 640,350 enrolments at that time. Comparisons with public college enrolments are difficult to make; but Sweet and Gallagher (1997) suggest that in British Columbia, private school enrolments exceed those in public institutions in terms of full-time equivalencies for comparable courses and programs.

Private schools are generally much smaller than public colleges; but Sweet and Gallagher (*op. cit.*) point out that they use similar instructional approaches and strategies, and organize training in similar ways. Sweet and Gallagher also found little evidence that there were significant differences in the qualifications of faculty. While private providers have traditionally been more flexible and more responsive to employer needs, public institutions have become more entrepreneurial so that the differences are now less noticeable.

Most private institutions specialize in a single field or area of study. Much of their growth has been attributed to policy changes introduced in the Canadian Jobs Strategy (1984-85) that resulted in a shift to private sector training and providers. In addition private colleges have benefited greatly from the fact that their students are now eligible for Canada Student Loans.

Almost one-half of private vocational students are enrolled in business courses and programs; trades and technology training is the next most important field of study. Over 80 percent of students in private colleges are 21 years of age and over, suggesting that the private system is primarily directed to adults. Private colleges offer short intense occupational training courses that are perceived as being highly practical and job relevant. There is also a perception that many persons turn to private colleges because the admission requirements are lower than in public colleges, or because they want to avoid a long wait for admission to heavily subscribed courses in public colleges.

Community-Based Organisations

A less visible and largely undocumented contribution to adult learning is made by community-based organizations established to address special issues (such as adult literacy), or to meet the needs of special groups (such as immigrants, the rural poor, persons with physical or learning disabilities, members of specific ethnic or cultural groups, displaced workers, adults with low levels of literacy and women). Typically local agencies or advocacy groups identify an unmet need, and seek funding from the federal or provincial/territorial governments.

III.5 The apprenticeship system

Apprenticeship is an industry-based learning system that combines on-the-job experience with technical training, and leads to certification in a skilled trade. The training period for apprenticeship lasts from two to five years (depending on whether or not the apprentice can accumulate the required hours of work in the trade or receives credit for related job experience). On average, an apprentice spends 85% of the apprenticeship period in the workplace; the rest is spent at a training institution. Classroom training usually takes the form of block release in which the apprentice is released for a short period of classroom training (about 8 weeks at a time).

Provincial and territorial governments are responsible for apprenticeship training, and legislation provides for the designation of an occupation as an apprenticed trade. Designated trades are governed by regulations under an apprenticeship act outlining the standards and conditions of training for specific trades (e.g. curriculum, accreditation, certification, and methods for registering apprentices). Employers, employer associations or unions can request that an occupation be designated as an apprenticed trade.

Apprenticeship is the responsibility of a single government agency except in Quebec: in that province, occupations in the construction industry are the responsibility of the Commission de la Construction du Québec while other designated occupations are the responsibility of the Apprenticeship Directorate of the Ministère de la Solidarité Sociale. In other provinces/territories, the ministries or departments responsible for education, labour and training, are responsible for administering apprenticeship programs: the program is usually administered under the direction of a Director of Apprenticeship. Boards or commissions (made up of appointed industry management and labour representatives) are responsible for setting overall policy direction and for recommending required legislation or changes in regulations. The apprenticeship system is generally supported by a network of advisory committees composed of employer and employee representatives from each skilled trade.

The number of designated trades has been increasing in Canada. The Ellis Chart (a chart listing apprenticeship programs) included 160 trades in 1997, and 216 in 1999 (a 35% increase). Some of this expansion is the result of apprenticeship training in new sectors of the economy such as high tech, film and motion picture, and aerospace.

In many jurisdictions, designated occupations are classified as either compulsory or voluntary. Workers in a compulsory occupation must usually be certified or registered as apprentices to practise in that occupation; by contrast, workers in a voluntary occupation need not be registered or certified to practise in that occupation. A voluntary certificate may be used to indicate the competency of a worker.

The Red Seal program was established to provide greater mobility across Canada for skilled workers. In this program, apprentices who have completed their training and are certified journeypersons may obtain a 'Red Seal' endorsement on their Certificate of Qualification by successfully completing an Inter-provincial Standards Examination. The endorsement allows qualified tradespersons to practise their trade (without writing further examinations) in any province or territory in Canada in which the trade is designated. In 1999, 44 of the 216 designated occupations were included in the Red Seal Program.

Steps have also been taken to modify the apprenticeship program to meet changing economic and social circumstances. For example, governments have adopted, with varying success, initiatives to encourage greater participation of women in non-traditional occupations including key trades. And all jurisdictions have implemented formal PLAR processes for establishing equivalency to prescribed academic entrance standards. Some jurisdictions have introduced secondary school apprenticeship programs, which enable students to complete the educational requirements for graduation while acquiring paid workplace-based experience in a skilled trade or occupation. Apprentices (other than in Quebec)

typically receive the classroom training-component of the program on a block release basis. However some jurisdictions have introduced, on a pilot basis, individualized technical training as an alternative.

Apprenticeship in Canada is largely an adult program (unlike that in Europe). Most apprentices enter the program after spending some time in the labour market, and usually without formal vocational training in the trade. An analysis of the 1994 National Apprenticeship Training Survey by Rubenson and Schuetze (1996), concludes that the program remains principally an adult program, despite efforts to strengthen youth participation in apprenticeship by developing school/work programs in apprenticed trades. Only a small proportion of apprentices start the program on completion (or on dropping out) of high school; 80% or more start at a later age, and after some other education, employment, or often a combination of both. According to administrative data collected by Statistics Canada from the provinces/territories, the number of apprentices in 1996 was 132,189; the mean age of new apprentices was 28 years while that of all apprentices was 30 years.

IV A PORTRAIT OF ADULT LEARNING IN CANADA

IV.1 Introduction

This chapter provides a portrait of the involvement of adult Canadians in lifelong learning. It includes some data and discussion on the following topics:

- Participation in organised adult education and training (rate and duration);
- Characteristics of participants and non-participants;
- Characteristics of firms sponsoring adult education and training;
- Factors influencing the decision to participate in adult education and training;
- Financial support;
- Training providers;
- Educational methods;
- The perceived usefulness of adult education and training;
- Barriers to adult education and training; and
- Informal learning.

The portrait is based on quantitative and qualitative data from a variety of surveys and studies. The principal data source is the 1998 Adult Education and Training Survey (AETS): these data provide some insight on the involvement of Canadians in adult education and training. The data show the variation in participation among different population groups; they also provide information on those who had considered participating, but had not.

It is now recognised that lifelong learning is not confined to formal and non-formal education, and that much of it takes place outside the formal education system. Thus, the OECD has noticeably changed its interpretation of lifelong learning, from a narrow focus on the education and training system, to a broader perspective of learning: 'Ministers agreed to focus on how to make learning a process extending from early age through retirement, and occurring in schools, the workplace and many other settings' (OECD, 1996).

This change has major consequences on how lifelong learning for all should be addressed; it also raises significant challenges for data collection. While surveys like the AETS do a good job in portraying not only formal adult education and training but also non-formal organised learning activities, they do not include information on informal learning. The analysis here therefore draws on the Informal Learning Survey, developed by the research network for New Approaches to Lifelong Learning (NALL), which provides national data on informal learning.

Adult education and training is now closely connected with work, so that the relationship between publicly- and industry-financed adult education and training has become crucial to a strategy for lifelong learning. The EKOS Workplace and Employee Survey provides information on the training strategies of Canadian industry and it forms a useful source of data for studying this relationship. Data from the International Adult Literacy Survey, as well as other statistics and research findings, are also analysed in this chapter

IV.2 Participation in organised adult education and training

Participation rate

Data from the AETS show that during 1997, 27.7% of Canadians participated in some form of organised adult education and training. This rate is slightly lower than the rates reported in the 1991 AETS (30.8%) and in the 1993 AETS (30.3%): this suggests that participation in organised forms of adult education and training has declined somewhat after reaching a peak in the early 1990s.

In the AETS, respondents were asked to draw a distinction between participation for job or career-related purposes, and for personal interest. A distinction is also drawn between employer-supported and non-employer-supported education and training: participation rates categorised by these factors and by province are shown in Table IV.1 (note that the territories were not included in the AETS).

Table IV.1: Percentage of adult population participating in adult education and training by province, study orientation, and employer support, 1997

	Overall participation	*Job-related programs/courses*	*Personal interest programs/courses*	*Employer-sponsored programs/courses*	*Non-employer-sponsored programs/courses*
Province					
Newfoundland	18.6	15.3	4.5	17.8	9.1
Prince Edward Island	22.2	17.3	6.9	19.0	10.7
Nova Scotia	28.8	22.6	9.8	28.5	13.2
New Brunswick	23.4	17.1	8.4	20.2	11.8
Quebec	20.6	14.6	7.9	15.1	12.0
Ontario	30.8	23.9	10.3	27.2	14.8
Manitoba	27.6	21.4	9.5	24.9	13.3
Saskatchewan	28.0	22.6	8.8	26.3	12.1
Alberta	31.1	24.7	10.5	27.1	13.9
British Columbia	31.9	23.5	12.7	25.8	18.1
Canada	**27.7**	**21.1**	**9.8**	**23.7**	**14.1**

Notes: The adult population is defined by excluding individuals who were (1) 17-19 years old and enrolled full-time in a non-employer sponsored elementary or secondary program or (2) 17-24 years old and enrolled full-time in a non-employer-sponsored post-secondary program. Estimates for employer-sponsored programs/courses are based on respondents who worked in 1997.
Source: Adult Education and Training Survey, 1998.

These data demonstrate participants in adult education and training in 1997 predominantly took job-related programs/courses: three-quarters of all participants indicated that they took at least one course or program for job-related purposes, while only one in three participated for reasons of personal interest.

The data in Table IV.1 also underscore the central role that employers play in the education and training of Canadian adults. Close to 25% of respondents who worked during 1997, reported that they had participated in an employer-sponsored program/course; by contrast, only 14% had taken a program or course that was not employer-sponsored.

There are also substantive differences in the rate and distribution of participation across the provinces. The data indicate that the participation rate varies from a low of 19% in Newfoundland to a high of 32% in British Columbia. The rate is relatively low for the Atlantic provinces (except Nova Scotia), and for Quebec; and it is relatively high for Alberta, British Columbia and Ontario. The pattern is somewhat different for employer-sponsored programs/courses. In Alberta, 27% (but only 12% in Quebec) report that they participated in a program/course supported by an employer. British Columbia stands out with respect to activities not supported by employers (18%); the rate was lowest for Newfoundland (9%).

The overall participation rate of 27.7 per cent in organised forms of learning suggests that Canada still has some way to go before it will become an inclusive 'learning society'. This is further confirmed by the fact that only 13% of non-participants indicated that they wanted to enrol in some form of studies, but did not do so.

Hours of study

The participation rate is only a crude measure because it does not take account of study duration; Houtkoop and Oosterbeek (1997) stress that the impact of education is largely determined by the duration of the participation.

Table IV.2: Mean hours of study by province, 1997

Province	Mean hours of study per year
Newfoundland	307
Prince Edward Island	192
Nova Scotia	184
New Brunswick	221
Quebec	234
Ontario	207
Manitoba	180
Saskatchewan	177
Alberta	199
British Columbia	200
Canada	209

Source: Adult Education and Training Survey, 1998.

It is therefore interesting to note that while there has been a slight decrease in the participation rate during the latter part of the 1990s, the average hours of study has increased significantly: it rose from 140 in 1991 to 209 in 1997 (a jump of almost 50%). This change reflects a tendency by mainly young adults to return to longer programs in colleges and/or labour market training programs (see Table AIII.1 in

Appendix III). Interestingly, whereas Newfoundland has a relatively low participation rate, the average number of hours of study is high: 307 hours compared to 209 for Canada (Table IV.2). The average for Quebec (234 hours) is also higher than the national average. By contrast, provinces with high participation rates such as Alberta and British Columbia have averages that are slightly below the national average for hours of study. This can be explained by differences in the balance between courses and programs across provinces.

IV.3 Characteristics of participants and non-participants

Five characteristics are examined in this section for participants and non-participants: gender, literacy, educational attainment, age and employment status.

Gender

The overall participation rate is quite similar for men and women, although it is slightly higher for the latter. However, the overall rate masks problems women face in the adult education and training market: for example, women do not receive the same level of employer support for their education and training as men do, so that they have to rely on other sources of support (mainly self-financing). This is partly a result of the lower labour market participation rate and the higher rate of part-time employment for women. When these factors are accounted for there is no discernible gender difference (see Table AIII.2 in Appendix III).

Functional literacy and educational attainment

The findings of the AETS strongly support previous inferences that the readiness of adults to engage in organised learning activities can be explained by 'the long arm of the family'. As documented in *Literacy Skills for the Knowledge Society* (OECD, HRDC and Statistics Canada, 1997), there exists a strong link between an individual's level of functional literacy and the literate culture of the family of origin. While roots are established during childhood, readiness for learning is further fostered by the education system. The same social and cultural forces that support the relationship between early literacy and family background also influence the distribution of educational attainment in the population.

According to the International Adult Literacy Survey (IALS), many Canadians are only able to perform well at relatively simple literacy tasks. Forty-four percent of those aged 25-64 scored below Level 3 on the documentary literacy scale (success in processing everyday documents): experts suggest that proficiency at this level is desirable for succeeding in the knowledge society (OECD and Statistics Canada, 1995). The data in Table IV.3 show that Canada faces major challenges in encouraging the participation of those most in need of organised learning activities. While 60% of those at the highest level of literacy (Level 4/5) participated in adult education/training, only 17% at the lowest level (Level 1) did so.

The influence of family background is also visible in the strong relationship between educational attainment and participation in adult education and training. The data in Table IV.3 show that the overall participation rate varies from a low of 16% for those with less than high school completion, to a high of 59% for those with a university degree.

Table IV.3: Percentage and likelihood of adult population participating in education and training by literacy functional level (document), educational attainment, and employer support, 1995

Literacy level (document)	Overall participation			Employer-sponsored			Non-Employer-sponsored		
	Rate (%)	*Odds ratio*	*Adjusted odds ratio*	*Rate (%)*	*Odds ratio*	*Adjusted odds ratio*	*Rate (%)*	*Odds ratio*	*Adjusted odds ratio*
Level 1	17.2	1.0	1.0	6.6	1.0	1.0	14.3	1.0	1.0
Level 2	29.6	2.0*	1.5*	16.5	2.6*	2.6*	19.9	1.5*	1.2
Level 3	39.9	3.2*	1.9*	26.4	5.0*	4.8*	20.3	1.5*	1.0
Level 4/5	60.5	7.4*	3.8*	40.0	9.4*	8.4*	27.1	2.2*	1.3
Educational level									
Elementary or under	16.4	1.0	1.0	9.8	1.0	1.0	12.1	1.0	1.0
Secondary	31.5	2.3*	1.1	18.9	2.1*	1.0*	19.7	1.8*	1.0
College	51.9	5.5*	2.1*	35.1	4.9*	1.6	24.3	2.3*	1.4
University degree	59.3	7.4*	3.1*	38.8	5.8*	1.7	26.5	2.6*	2.0*

Notes: Estimates are based on respondents who had a job during 1995. Adjusted odds are derived from a multivariate statistical model that includes age, gender, literacy functional level (document) and educational level. An asterisk (*) indicates statistical significance at the level of 0.01.
Source: International Adult Literacy Survey, 1996.

It is interesting to examine the relationships between literacy, educational attainment and participation using odds ratios. The odds ratio is defined as the probability of participating in adult education and training (measured by the participation rate), divided by the probability of not participating: thus, an odds ratio of 1 indicates that the probability of participating is equal to that of not participating. A value of less than 1 indicates that the probability of participating is lower than that of not participating, while a value greater than 1 indicates that the probability of participating is higher than that of not participating (Hosmer and Lemeshow, 1989).

For ease of comparison, the odds ratios in Table IV.3 are expressed in terms of the odds ratio for a particular group (i.e. in terms of those at Literacy Level 1 for comparisons based on Literacy Level, and in terms of those with elementary education or less for comparisons based on educational level). Differences in participation rates may occur simply because of differences in factors such as age, gender, functional (document) literacy level, and education level, but their effects can be eliminated using multivariate statistical techniques. The adjusted odds ratios included in Table IV.3 are estimates of the odds ratios when differences due to age, gender, functional (document) literacy level, and education level have been eliminated: they are therefore more appropriate for some types of analysis. It should be noted that these estimates are only approximate since the multivariate statistical techniques are subject to some limitations (see Maddala, 1992). They therefore need to be interpreted with care.

The odds ratios by level of literacy (Table IV.3) show that individuals at the highest level of literacy (Level 4/5) are about 7 times more likely to participate in adult education and training as those at the lowest level (Level 1); the figure is still relatively high (3.8 times) when the adjusted odds ratios are used instead as the basis for comparison. This disparity is considerably more pronounced for employer-sponsored than for non-employer-sponsored education and training.

The results are similar when the odds ratios are examined by level of education. The data show that those with university degrees are 7.4 times more likely to participate than those without high school completion. The adjusted odds ratios are lower, but the disparity is still relatively high (3.1).

A recent study by Green and Riddell (2001) published as part of series of research monographs based on data from IALS, focused on the role of literacy and human capital in public policy. The results provide further insight into the complex relationships among literacy skills, education and labour market outcomes. They suggest that with educational attainment, estimated years of work experience and other factors held constant, an increase of 10 points on the literacy scale translates into an increase of about 3% in earnings; thus approximately one-third of the estimated return on education is due to literacy. Using simple ordinary least squares, the authors estimate that each additional year of education would raise annual earnings by approximately 8.3%: 3.1% of this increase results from the combined influences of education on literacy, and of literacy on earnings.

For many years, economists have used educational attainment and years of labour market experience as crude measures of human capital; for example, these have formed the basis of empirical studies on the effects of investments in human capital on earnings and economic growth. The results of the study by Green and Riddell suggest that educational attainment has a much larger impact on literacy than work experience. Direct and indirect evidence used in the study suggest that general labour market experience has little net effect on literacy.

Age

Other than initial educational attainment, age is generally the best predictor of participation in adult education and training (Bélanger and Valdiviselo, 1997). Since age reflects phases in the life span, it is not surprising that both the participation rate and the duration of training vary by age (Table IV.4).

Table IV.4: Percent of adult population participating in education and training and mean hours of study by age group, study orientation and employer support, 1997

Age	Overall participation		Job-related (%)	Personal interest (%)	Employer-sponsored (%)	Non-employer-sponsored (%)
	Rate (%)	Mean hours				
17-24	39.5	451	30.8	12.9	25.0	22.5
25-34	38.6	272	30.6	12.6	24.1	21.7
35-44	33.6	157	27.3	10.5	25.5	15.1
45-54	30.3	106	23.7	10.2	25.7	12.2
55-64	14.6	49	8.4	7.6	14.4	7.8
65+	5.0	43	0.5	4.5	5.0	4.5

Notes: Mean hours of training refer to average per participant.
Source: Adult Education and Training Survey, 1998.

The data show that the participation rate remains fairly stable from early adulthood to the mid-fifties, but it declines sharply for those 55 years and older; only 5% of those over 64 years of age participated in adult education and training. The percentage of people receiving employer-sponsored education or training was almost identical (about 25%) for all age groups until age 64; but participation in mainly self-sponsored education and training drops off at a considerably earlier age. While it is beneficial for employers to provide support for employees of any age, middle-aged employees appear to have less incentive than younger workers to invest in continuing education of a formal kind.

A more detailed picture emerges from an analysis of the mean hours spent on adult education and training (Table IV.4). As would be expected, the youngest age group (those aged 17-24) spent the average hours (451 hours) on adult education and training. The average for those aged 25-34 is still relatively high, although it is much lower than for the youngest age group. The mean number of hours gradually declines up to age 54, after which it seems to stabilise at about 45 hours per person. This pattern is quite similar for both employer-sponsored and non-employer-sponsored education and training.

The variation in participation and hours spent on training by age is consistent with the view that, even within a framework of lifelong learning, most investments in education and training take place during the early stages of the life cycle. This makes sense from an economics perspective since younger people have a longer time period during which to recoup the costs. However, the relatively low participation and hours spent on training by older Canadians suggest that they may in fact be investing less in education than they need to. Because of obsolescence and the rapid growth in technology, it may be particularly important for older adults to upgrade their skills and to develop new skills; in addition, education and training can play an important role in preparing older adults to fully participate in society. Thus it would have been expected that the decline in participation and hours spent would have been far less dramatic.

Employment status

The data in Table IV.5 show that the participation rate is higher for the employed (36%), than for those who are unemployed or not in the labour force. However, it is worth noting that one in five of the long-term unemployed had taken job-related training in 1997: this may be due in part to the recent shift in federal and provincial support to active labour market policies. The finding begs the question of how to reach the unemployed middle-aged. Only 9% of the unemployed aged 45-54 participated in any kind of job-related activity in 1997 (see Table AIII.3 in Appendix III): this may suggest that only a minority of unemployed middle-aged people expect that further education and training will improve their employment opportunities. The data in Table IV.5 also indicate that, while there are substantial differences in adult education and training taken for job-related reasons, this is not the case for those taken for personal interest.

Table IV.5: Percentage and likelihood of adult population participating in education and training by labour force status and study orientation, 1997

Labour Force Status	Overall Participation			Job-related			Personal Interest		
	Rate (%)	*Odds ratio*	*Adjusted odds ratio*	*Rate (%)*	*Odds ratio*	*Adjusted odds ratio*	*Rate (%)*	*Odds ratio*	*Adjusted odds ratio*
Not in labour force	12.7	1.0	1.0	6.1	1.0	1.0	7.5	1.0	1.0
Employed	36.2	3.9*	1.7*	29.4	6.4*	2.4*	11.3	1.6*	1.0
Unemployed 0-6 months.	23.5	2.1*	1.0	19.2	3.6*	1.5*	5.4	0.7**	0.5*
Unemployed 7-12 months	28.8	2.8*	1.3	22.7	4.5*	1.8*	9.1	1.2	0.8
Unemployed one year or more	28.6	2.7*	1.4*	20.0	3.8*	1.8*	9.8	1.4	1.0

Notes: Variables included in the adjusted odds model are age, gender and educational level. Statistical significance: 1 asterisk indicates a level of 0.01; 2 asterisks indicate a level of 0.05.
Source: Adult Education and Training Survey, 1998.

In summary, the analyses of characteristics of the participants in adult education and training reveal distinct patterns. Women participate slightly more frequently than men, particularly in personal-interest related courses. Participation rates and study duration decrease with increasing age. Finally, there is a strong relationship between level of functional literacy, previous educational attainment and participation.

IV.4 Adult education and training and the world of work

There has been a shift towards job-related and employer-sponsored education and training over the past fifteen years (Belanger and Valdivielso, 1977). As a result, adult education and training has become closely linked with employment; it follows that strategies for lifelong learning need to recognise the importance of the factors associated with work and with the human resources strategies of employers.

Characteristics of firms sponsoring adult education and training

The Workplace Training Survey (WTS) carried out in 1995 and 1996 by EKOS Research Associates and Canadian Policy Research Networks (CPRN) found that 70% of establishments undertook some training over the preceding 12-month period (Betcherman, McMullen, Davidman, 1998). This training was exclusively informal in many firms: slightly more than 40% of firms sponsored some organised training (that is, training with predefined objectives, a structured format, and a defined curriculum). An attempt was made in the survey to collect evidence from participating firms on the relative frequency of formal versus informal activities in their overall training effort. The results suggest that almost three-quarters of the overall training effort in a typical Canadian establishment take the form of informal-training; informal training was also the dominant form of training in companies that undertook formal training. However, the authors argue that formal training is particularly important since, as their research suggests, formal training tends to have a higher return than informal training (especially for the employee). Furthermore, employees who received most of the formal training also received the most training overall.

Five findings stand out in the comparisons of formal training by the characteristics of establishments:

1. The strongest determinant of training is firm size: 86% of establishments with 100 or more employees, but only 38% of those with less than 20 employees, reported that they provided some type of formal training. The authors estimate that the cost per trainee in small companies could be as much as twice that in large firms. The total training effort (including informal training) was 96% for establishments with 100 or more employees, and 68% for those with less than 20 employees.

2. There are large industry and regional differences in training. The results show that the incidence of training was highest in non-market service industries such as health and education.

3. Training activity was high for companies competing in global markets.

4. Companies undergoing significant technological change and/or changing work practices reported the highest training activity: this suggests that training intensity is strongly associated with innovation.

5. The presence of a union was linked with a more formalised approach to training.

The study, which includes a longitudinal component, presents some tentative evidence suggesting that some polarisation is taking place in Canadian workplace training. Data for 1993 and 1995 suggest that firms with a strong commitment to formal training have deepened this commitment; by contrast, those that had been less inclined to train showed a weakening commitment.

Employee participation in adult education and training and workplace characteristics

Data from the AETS show that workplace characteristics are closely linked with participation in adult education and training. The data in Table IV.6 show that workers in large companies (where training processes are often formalised) may be at an advantage in terms of training. Workers in small firms are at a disadvantage in terms of training: because of the limited internal labour market and a high turnover rate, employers are more reluctant to fund the costs of developing portable skills in their employees. Thus, only 16% of those working in small firms (less than 100 employees), but 34% of those working in large firms (more than 500 employees) received employer-supported education or training. It is interesting to note that proportion was much the same for medium-sized firms (100-500 employees) as for large firms. These results thus provide confirmation of the findings in the Workplace Training Survey discussed above.

AETS data also show that the self-employed (a group that has increased during the 1990s) are under-represented in adult education and training. Because the self-employed mostly work in small-scale operations, they may be faced with poor infrastructure and support for organised education and training activities. AETS data indicate that the self-employed do not offset the lack of employer support for training by investing more themselves (see Table AIII.4 Appendix III).

Employees in the public sector are more likely than those in the private sector to have their education supported by employers (35% compared with 20%). Part-time workers generally have fewer benefits than full-time workers, and education and training are not an exception in this respect: the participation rate for full-time workers was 27%, and this compares with 20% for part-time employees. As pointed out previously, this is mainly a disadvantage for women, who are more likely to work part-time than men.

The highest participation rates in employer-sponsored education and training occur for utilities (44%), public administration (41%) and finance (38%). Workers in these sectors were between 2.5 and 3.5 times more likely to receive employer-supported education than those in construction. Part of this difference is due to differences in occupational status, firm size and ownership conditions; however, even after controlling for these factors, those employed in the three sectors are still 1.5 to 2 times more likely than those working in construction to receive employer-support. The participation rate in employer-sponsored education and training is relatively low in the other sectors of the economy.

Table IV.6: Percentage and likelihood of the employed adult population participating in employer-sponsored education by workplace characteristics, 1997

	Participation rate (%)	Odds ratio	Adjusted odds ratio
Type of Job			
Part-time	19.9	1.0	1.0
Full-time	26.9	1.5*	1.2*
Occupation			
Blue collar	15.7	1.0	1.0
Professional, managerial	35.1	2.9*	2.6*
Clerical, sales, service	19.4	1.3*	1.3*
Job status			
Employee without supervisory roles	21.1	1.0	1.0
Employee with supervisory roles	37.9	2.2*	1.9*
Self-employed without employees	11.3	0.5*	0.6
Self-employed with employees	18.2	0.9	1.2
Firm Size			
Less than 20	16.4	1.0	1.0
20 – 99	21.2	1.4*	1.2*
100 – 500	33.6	2.6*	2.1*
Over 500	33.9	2.6*	2.0*
Ownership			
Private sector	20.0	1.0	1.00
Public sector	35.2	1.9*	1.30
Industry			
Construction	13.7	1.0	1.0
Agriculture	10.1	0.5**	0.5**
Other primary	24.2	2.2*	1.5
Manufacturing	19.4	1.1	0.8**
Utilities	44.1	3.4*	2.0*
Transportation	29.1	1.8*	1.3
Trade	20.0	1.1	0.8
Finance, insurance & real estate	37.7	2.7*	1.6*
Education, health & welfare	33.9	2.3*	1.1
Business, personal & misc. services	18.5	1.1	0.7 **
Public Administration	41.0	3.3*	1.7*

Notes: 1. Variables included in each of the adjusted model are main occupation, firm size, type of job, age and gender in addition to the variables presented in the table. 2. Statistical Significance: one asterisk indicates a level of 0.01; two asterisks indicate a level of 0.05.

Source: Adult Education and Training Survey, 1998.

Not surprisingly, workers in professional and managerial positions are about two and one-half times as likely as blue-collar workers, to benefit from employer support. Clerical employees received support slightly more often than blue-collar workers.

Factors like firm size, industry sector and occupational status provide a proxy for work situations that influence training decisions; but they do not say much about the nature of jobs and the training needs associated with them. Thus, the estimated adjusted odds ratios suggest that workers with a supervisory role were twice as likely as non-supervisors to participate in employer-supported education and training. In this context, it is worth noting that in IALS there was a direct relationship between the reported use of literacy skills at work, and the extent of employer-supported education and training. The higher the demand for the use of literacy skills at work, the more likely it is that an employer will invest in workplace education and training (OECD, HRDC and Statistics Canada, 1997).

Nature of employer support for adult education and training

The AETS contained a special section on the nature of employer support: some of these data are shown in Table IV.7.

Table IV.7: Percent of workers receiving various types of employer-supported education and training, by type of program and course orientation, 1997

	Paying for fees & tuition	Paying for materials	Paid time-off leave	Unpaid time-off leave	Providing premises	Providing accommodation	Organizing the training	Other
Program								
Elementary/High school	18.4	22.4	16.7	77.0	20.8	4.5	16.3	10.1
Apprenticeship	59.6	56.2	40.1	41.3	55.9	19.4	50.9	14.7
Trade-vocational	64.8	55.0	42.6	24.1	38.9	19.4	31.1	15.8
College	55.6	41.1	27.7	31.3	23.4	9.6	17.4	16.8
University	52.0	34.0	28.5	37.9	17.1	10.7	10.0	8.3
Total	**54.8**	**43.6**	**33.2**	**36.3**	**30.3**	**13.8**	**23.7**	**13.0**
Course								
Job-related	86.3	80.6	75.7	14.9	67.4	34.5	64.8	14.9
Personal-interest related	79.7	61.3	50.1	24.1	45.6	25.5	41.1	13.3
Total	**84.9**	**77.9**	**72.4**	**15.8**	**64.6**	**33.3**	**61.8**	**14.6**

Source: Adult Education and Training Survey, 1998.

The data suggest that it is common practice for employers to provide more than one type of support. Employers paid or subsidised tuition fees for 85% of those who received employer support to attend a course, and for 55% of those who received employer support to take a program. Employers also often provided learning materials, premises and logistical and administrative support in organising the training. It was less common for workers to receive support in the form of unpaid time off.

There are significant differences (see Table III.5 in Appendix III) in the level of employer support full-time and part-time employees. Full-time workers enrolled in an educational program were more likely than part-time workers to have their fees paid (73% versus 20%), and to receive time off (44% versus 18%). Part-time workers were more likely than full-time workers (62% compared with 24%) to receive support in the form of the less attractive option of unpaid time off.

IV.5 Influence on decision to participate in adult education and training

Respondents to the AETS were asked if their decision to participate was made on their own, or at the suggestion of someone else. Some of the data are shown in Table IV.8.

Table IV.8: Percent of respondents by origin of suggestion for training decision, program, course orientation and employer support, 1997

		Origin of suggestion for training decision (% of respondents)							
		Self	*Friends or family*	*Employer*	*Other employee*	*Collective agreement*	*Union*	*Professional requirement*	*Other*
All programs	Employer-supported	61.6	6.7	29.2	2.0	0.3	0.4	4.0	4.3
	Non-employer-supported	72.9	20.5	0.5	0.1	0.0	0.3	0.2	14.0
	Total	**72.3**	**10.3**	**13.3**	**1.1**	**0.2**	**0.3**	**2.4**	**6.4**
Course									
Job-related purpose	Employer-supported	29.7	1.3	59.0	13.3	0.7	1.6	5.2	3.4
	Non-employer-supported	61.8	11.8	9.5	2.0	0.0	1.0	5.7	13.6
	Subtotal	**34.4**	**2.8**	**51.7**	**11.6**	**0.6**	**1.5**	**5.3**	**4.9**
Personal-interest purpose	Employer-supported	37.1	4.2	46.2	7.7	0.4	2.0	6.4	6.0
	Non-employer-supported	74.6	19.1	0.3	0.2	0.0	0.6	1.4	11.0
	Subtotal	**63.0**	**14.5**	**14.5**	**2.5**	**0.1**	**1.0**	**2.9**	**9.4**
All courses	Employer-supported	30.2	1.5	58.0	12.8	0.7	1.6	5.3	3.6
	Non-employer-supported	68.5	15.6	4.7	1.1	0.0	0.8	3.5	12.2
	Total	**39.8**	**5.0**	**44.6**	**9.9**	**0.5**	**1.4**	**4.8**	**5.8**

Source: Adult Education and Training Survey, 1998.

The data show that employers played an important part in such decisions: 45% of all courses reported during 1997 were taken on the initiative of the employer, and 40% were taken on their own initiative. Employers also played an important part in decisions on apprenticeship and trade/vocational programs as do friends/family in elementary/high school programs. But in general, the decision to take longer studies is based mainly on personal initiative (see Table III.6 in Appendix III). Thus the decision to take a program (which involves study over a longer period and higher investment) was based almost exclusively on personal initiative. The data in Table IV.8 also suggest that unions and collective agreements play a very minor role in the decision to participate in adult education and training.

IV.6 Financial support

Respondents to the AETS were asked questions regarding various sources of financial support for adult education and training. However, the survey did not address the considerable public financial resources devoted to the support of educational institutions. In 1995, Canada spent 7% of GDP on education: this is one of the highest rates of expenditure among OECD countries (OECD, 1998). Public expenditures on education occur two main forms: direct expenditures for education services, and public subsidies to individuals in the form of government scholarships, bursaries, loan subsidies and forgiveness. In Canada, most public expenditure is direct (11.9%), and only 1.7% takes the form of public subsidies (Statistics Canada and Council of Ministers of Education, 1999).

Table IV.9: Percent of respondents by source of financial support for education and training, by gender, 1997

		Source of financial support						
		Employer	*(Employer only)*	Self/family	Government	Union or professional association	Other	No fees
All programs	Male	27.9	*13.5*	55.5	20.2	1.3	2.6	4.1
	Female	16.9	*7.6*	68.6	15.8	0.8	2.3	4.7
	Total	**22.1**	***10.4***	**62.3**	**14.1**	**1.1**	**2.5**	**4.3**
Course								
Job-related	Male	75.9	*58.1*	17.4	6.0	4.1	4.1	9.7
	Female	70.8	*52.9*	23.5	6.9	2.3	3.6	10.5
	Subtotal	**73.1**	***55.5***	**20.5**	**6.4**	**3.2**	**3.8**	**10.2**
Personal-interest related	Male	23.1	*15.4*	64.9	10.0	1.2	5.3	4.3
	Female	11.7	*7.0*	79.4	2.7	1.3	2.9	7.0
	Subtotal	**15.7**	***9.9***	**74.4**	**5.2**	**1.3**	**3.7**	**6.0**
All courses	Male	61.8	46.7	29.5	7.0	3.4	4.4	8.3
	Female	45.5	*34.1*	45.6	5.1	1.9	3.2	9.0
	Total	**53.2**	***39.8***	**38.4**	**6.0**	**2.5**	**3.7**	**8.7**

Source: Adult Education and Training Survey, 1998.

The data in Table IV.9 indicate that employers and self-financing are the two main sources of financial support for adult education. Participants received financial support from the employer for slightly more than half of all courses; 38% used self-financing or family contributions. Self-financing was the most common source for programs.

Only 7% of participants in courses received direct financial aid from government. However, the figures vary considerably for different types of participants: 24% of the unemployed, 17% of those not in the labour force, and only 5% of the employed received direct financial assistance from government (see Table AIII.7 in Appendix III). These figures reflect the role of adult education and training as an instrument in the active labour market policies of governments.

It is also worth noting that employers seldom provide financial assistance for basic programs, such as elementary or high school programs. Only 6% of participants received such assistance from

employers; but 36% received such assistance from government (see Table AIII.8 in Appendix III). Moreover, 21% of participants in university programs received direct financial support from employers; but only 14% received financial support from government.

IV.7 Providers

Data on the providers of adult education and training are shown in Table IV.10.

Level of program	Providers of adult education and training						
	Educational institution	*Commercial school/private training provider*	*Employer*	*Non-profit organization*	*Supplier of equipment*	*Someone else*	*No Instructor*
Elementary/High school	89.6	3.4	1.9	1.5	0.5	2.9	1.1
Apprenticeship	58.5	18.1	19.2	1.4	4.0	2.8	1.5
Trade-vocational	49.2	23.8	6.5	3.7	3.9	5.7	1.8
College	84.0	4.4	2.2	1.1	0.2	0.9	1.4
University	90.0	1.5	1.7	1.1	0	1.5	1.2
Total	75.3	9.7	4.7	1.9	1.5	2.8	1.4
Course orientation							
Job-related	25.3	20.4	31.6	6.2	10.7	12.3	1.5
Personal interest & other	28.3	19.7	4.5	15.5	5.5	27.5	1.6
Not stated	2.1	0	0.2	0.7	0	0	0
Total	26.1	20.0	22.3	9.2	8.9	17.3	1.5

Table IV.10: Percentage of respondents taking adult education and training by different providers, by program level and course orientation, 1997
Source: Adult Education and Training Survey, 1998.

The data indicate that educational institutions play a crucial role in human resources development. Three-quarters of all programs and one-quarter of all courses were provided by an educational institution in 1997; even more remarkably, educational institutions provided one in four job-related courses. Employers also play an important role as provider of job-related courses (providing one in three courses), and are involved in apprenticeship programs. Commercial schools and private training providers play a significant role; they provided one in five courses. It is interesting to note that commercial schools and private training providers provided about the same share of personal interest-related courses as for job-related courses. Non-profit organisations were major providers of personal interest-related courses (they provided 16% of these courses). Producers and suppliers of equipment also provide a significant amount of job-related courses (10%).

IV.8 Medium of instruction

The data in Table IV.11 show that the traditional medium of classroom instruction still plays a dominant part in adult education and training in Canada. Even when an employer provided a course, 88% of the events retained an element of classroom instruction. Reading materials are still important and are

used frequently (regardless of the course provider). Somewhat surprisingly, only 34% of courses directly provided by employers contained an element of on-the-job training. And recent developments in instructional technology, such as educational software and particularly the Internet, are still used sparsely.

Table IV.11: Percent of respondents who took courses, by medium of instruction and by provider, 1997

Course provider	Total in course		Medium of instruction								
	N (000)	%	Classroom instruction	Educational software	Radio or TV	AV media	Reading materials	On-the-job training	Correspondence	Internet	Other
Educational institution	1702.7	26.1	94.2	13.8	1.0	10.8	30.9	10.4	5.0	0.4	5.6
Commercial school	1301.5	20.0	87.9	13.5	2.9	23.9	43.4	18.7	4.2	0.3	9.9
Employer	1451.2	22.3	87.9	14.8	1.3	23.6	37.8	34.0	2.6	0.4	3.5
Non-profit organization	600.8	9.2	90.4	4.5	2.0	19.7	36.8	12.4	2.3	0.1	10.6
Supplier of equipment	577.9	8.9	98.5	14.8	1.1	18.0	33.0	21.4	3.2	0.9	5.9
Someone else	1125.8	17.3	80.8	4.9	0.8	14.0	25.4	11.6	3.3	0.1	19.5
No instructor	98.2	1.5	9.5	14.5	0.0	18.5	56.8	6.3	50.8	2.1	19.8
All providers	6517.5	100.0	86.3	10.6	1.3	16.8	32.7	16.6	4.2	0.3	8.8

Source: Adult Education and Training Survey, 1998.

IV.9 Perceived usefulness of adult education and training

The perceived usefulness of adult education and training was measured in the AETS by responses to two questions:

1. To what extent are you using the skills or knowledge acquired in this training or education at work?

2. To what extent are you using the skills or knowledge acquired in this training or education in your personal life?

Respondents could choose between four response categories: (a) to a great extent; (b) somewhat; (c) very little; or (d) not at all. The distribution of responses is shown in Table IV.12, for programs and courses.

Table IV.12:Distribution (%) of responses on use of skills and knowledge acquired through education and training, for programs and courses 1997

	Skills or knowledge used at work				
	To a great extent	*Somewhat*	*Very little*	*Not at all*	*Total*
Programs					
Job-related purpose	45.5	28.5	10.0	15.8	100.0
Personal-interest-related purposes	25.4	35.2	15.8	23.5	100.0
Courses					
Job-related purpose	54.8	32.6	7.3	5.3	100.0
Personal-interest-related purposes	22.4	28.9	15.4	33.4	100.0
	Skills or knowledge used in personal life				
	To a great extent	*Somewh at*	*Very little*	*Not at all*	*Total*
Programs					
Job-related purpose	23.5	38.4	18.9	19.3	100.0
Personal-interest-related purposes	33.6	38.4	12.9	15.0	100.0
Courses					
Job-related purpose	16.5	31.6	18.7	33.1	100.0
Personal-interest-related purposes	33.8	38.7	15.6	12.0	100.0

Source: Adult Education and Training Survey, *1998.*

Participants generally perceived that their studies were useful. However, a few patterns are evident from the data. As would be expected, respondents who participated for job-related reasons used the acquired skills or knowledge to a greater extent than those who participated for personal interest; the reverse is the case for the use of skills or knowledge in personal life. It is also interesting that the skills or knowledge learned in one context are often used in another context; for example, for half of the courses taken for personal reasons, the acquired skills or knowledge were reported as being greatly or somewhat useful at work. A similar finding, albeit to a lesser extent, applies for courses taken for job-related reasons: participants used them in their personal life. In addition, the general usefulness of education and training is higher for programs than for individual courses; this is reasonable considering the difference in study duration and given that many programs taken for job-related purposes are of a general nature.

There are no major differences in the reported usefulness of education and training by different providers (see Table AIII.9, Table AIIII.10 and Table AIII.11 in Appendix III). Those who participated for job-related reasons and received their education from an employer, a producer or a supplier, used their knowledge or skills at work to a higher degree than those who received their education either from an institution or from a non-profit organisation. But the opposite is partly true when it comes to using the acquired skills or knowledge in personal life: participants in non-profit organisations reported the greatest practical application. It should also be noted that there are no meaningful differences amongst providers in terms of the extent to which the expectations of the participants have been met.

IV.10 Barriers to Participation

Survey research tends to show that situational factors (e.g. lack of time because of work or family responsibility) and institutional factors (e.g. fees, lack of evening courses, entrance requirements or limited course offerings) are the main barriers to participation in adult education and training (Rubenson and Xu, 1997). However, these results are due in part to the design of the questionnaire. Most questionnaires only obtain information on barriers to participation from those who had planned to take education and training (but did not); but no information is obtained from those who did not plan to participate. As a result, other barriers, such as psychological barriers, are not directly addressed in surveys: this was the case in the AETS.

Data on barriers obtained in the AETS are shown in Table IV.13: the data indicate that respondents identified institutional barriers slightly more often than situational barriers (71% *versus* 64%).

Looking at the situational barriers, lack of time due to responsibilities in daily life is a major barrier in taking education and training. Being too busy at work was the main reason for not taking some adult education and training (59%); but only a small group (8%) indicated that lack of employer support was a barrier. Family responsibility (not including a lack of childcare) was mentioned by about one in five as the reason they did not participate. There is a clear gender difference here: 26% of women, but only 15% of men, identified family responsibilities as a barrier. Gender differences are also evident in terms of childcare, which was identified as a barrier by 17% of women but only 4% of men.

In terms of institutional barriers, an inconvenient time or location for the program was identified as a barrier by a large proportion of respondents (41%) who wanted to participate but did not. It is likely that this response refers to the time and responsibility pressures of their daily situation rather than to a lack of availability of programs and courses in the evenings or on weekends. In Canada, where part-time students constitute approximately 45% of overall student enrolment, inconvenient scheduling is rarely a hindrance to participation in education. Too expensive/lack of money was reported as a major barrier by 40% of respondents who wanted to participate but did not. This may be part of the explanation for the low enrolment in personal interest-related adult education and training. Women mentioned money slightly more often than men (43% compared with 37%

Table IV.13: Percentage of respondents identifying barriers that prevented from them from taking some adult education or training, 1997

Barriers	Male	Female	Total
Situational	64.9	63.8	64.3
Too busy at work	62.2	56.9	59.4
Other family responsibility	14.6	26.1	21.1
Lack of child care	3.6	16.7	11.0
Lack of employer support	8.6	6.5	7.5
Institutional	70.6	72.0	71.4
Program offered at an inconvenient time or location	41.3	41.3	41.3
Too expensive/have no money	37.2	42.7	40.3
Program not offered	10.3	8.7	9.4
Lack of sufficient qualifications	4.2	2.9	3.4
Dispositional	4.9	8.6	7.0
Health	3.5	7.6	5.8
Language	1.4	1.0	1.2
Other barriers	9.2	8.8	9.0

Source: Adult Education and Training Survey, 1998.

Cost may only reflect one aspect of financial barriers: qualifications for financial assistance and financial mechanisms in support of learning opportunities may also be barriers for lifelong learners. In general, financial mechanisms are specific to the sector, program or institution in which a student is enrolled. For educational institutions, this means that revenues depend on factors such as full-time or part-time study, and on whether or not a student belongs to a specific group targeted for support. For the lifelong learner, the fragmentation of educational finance means that different rules apply for eligibility, level of support, and terms and conditions under which grants or loans are awarded and repaid. As a result, access and choice may be determined in many cases by the availability of financial support. This is especially so when students forgo income from work in order to undertake organised education or training.

Other institutional barriers were seldom identified in the AETS. Neither language nor health seems to be a significant barrier, except for the elderly.

Although the AETS does not directly address barriers of a psychological nature, it is possible to get a sense of the important role they play the Canadian 'learning society'. Data from the AETS show that 63% of respondents neither took, nor even contemplated taking, organised education or training during 1997. This suggests that a large group of the population does not relate structured learning activities to their everyday lives as citizens, workers, or family members. Those who do not see participation in adult education as a means of satisfying their needs and/or who do not believe that they would be capable of completing their studies, rarely participate in adult education and training unless forced to do so. This is partly confirmed in a study based on the *New Approaches to Lifelong Learning Survey (*NALL).

In NALL, (unlike other surveys), the questions on barriers were also addressed to those who did not plan to take any courses in the foreseeable future (see Livingstone, et.al., 2002). The results show that nearly half of those who did not plan to enrol in any form of education or training indicated that lack of

time was the main reason they did not plan to enrol; and one in three stated that the main reason was lack of money. However, the study also reveals that psychological factors play a major part in plans to enrol in organised learning activities: 35% indicated that they did not need more education, and 20% mentioned that studying is boring.

IV.11 Informal learning

Building on a rich Canadian research tradition in estimating the extent and distribution of self-directed learning projects (see Tough 1971, 1978), the research network for New Approaches to Lifelong Learning (NALL) has conducted a national survey on the participation of Canadians in informal learning in 1998.

In a representative telephone survey of 1562 adults aged 18 and over, who speak English or French, reside in a private home (not in an old age home, a group home, or in a penal or educational institution), and with a telephone, were asked to talk about informal learning *from their own standpoint.* The survey reported participation in four types of informal learning: employment-related, community volunteer work-related, household work-related and other general interest-related. Respondents were asked about informal learning activities on several specific themes.

The interview started with the following information and question:

> *Everybody does some informal learning outside of formal classes or organized programs. You may spend a little time or a lot of time at it. It includes anything you do to gain knowledge, skill or understanding from learning about your health or hobbies, household tasks or paid work, or anything else that interests you. Please begin to think about any informal learning you have done during the last year outside of formal or organized courses.*
>
> *First, let's talk about any informal learning activities outside of courses that have some connection with your current or possible future paid employment. This could be any learning you did on your own or in groups with co-workers, that is, any informal learning you consider to be related to your employment.*

In subsequent sections of the interview schedule, respondents were asked about informal learning related to community work, to household work and to general interests. The main findings of the survey are show in Table IV.14. These data are interesting, but they must be interpreted with care. It is clearly difficult to define and measure informal learning. Some informal learning is conscious in nature and has clearly defined goals; but some informal learning is entirely incidental to ongoing activities in the workplace and elsewhere. Survey respondents may overestimate their involvement in informal learning by assuming that *all* activities include some informal learning. As a key to the labour market, there is clearly a difference between the learning gained through watching television and reading the newspaper, and that gained through focused and intentional instruction from a colleague. Both types of learning are included in the NALL estimate.

Table IV.14: Rates and distribution of average hours per week of Canadian adults participating in informal learning by age and educational attainment, 1998

	Type of informal learning								*Overall participation*	
	Employment-related		*Community activity*		*Home-related*		*Other*			
	Rate (%)	Hours per week	Rate (%)	Hours per week	Rate (%)	Hours per week	Rate (%)	Hours per week	Rate (%)	Hours per week
Age										
18-24	87.8	8.6	53.0	3.0	88.9	5.7	97.8	8.1	100.0	24.9
25-34	79.6	6.2	54.5	1.8	85.1	5.0	95.0	4.9	99.1	16.7
35-44	85.4	5.9	53.4	1.8	86.3	4.6	92.3	5.1	98.0	16.6
45-64	62.4	3.1	39.0	1.4	75.5	4.3	87.8	4.8	95.3	12.7
65+	5.4	0.2	29.9	1.6	65.1	3.6	87.1	6.2	91.3	9.9
Educational level										
No diploma	41.8	4.1	28.1	1.5	68.0	5.4	83.7	6.1	92.6	15.2
High school diploma	77.2	5.2	50.5	1.9	86.4	4.4	95.6	5.1	98.8	15.8
Community college	77.1	3.7	51.0	1.8	86.8	4.8	94.1	5.0	97.9	14.6
University degree	81.8	5.1	58.4	2.2	86.4	2.7	97.7	5.5	100.0	14.9
Total	65.3	4.5	43.9	1.8	79.9	4.6	91.4	5.5	96.6	15.4

Source: New Approaches to Lifelong Learning Survey (NALL), 1998.

Recognizing this qualification on the data, four findings stand out in Table IV.14. First, the data on informal learning provide a very different picture (from the AETS) on how far Canada has come towards being an inclusive learning society: it would seem that almost all adults (over 96%) were involved in some form of explicit informal learning activities.

Second, the duration of informal learning activities far surpasses the time spent in organised learning activities. The mean hours per adult spent in organised forms of adult education and training is, according to the AETS, just over 1 hour per week; this compares with 15 hours per week for informal learning activities (based on NALL).

Third, while every study conducted on participation in organised forms of adult education and training have found that social background and age strongly affect readiness to participate in adult education and training, the NALL survey provides a very different picture. According to NALL, those without a diploma or with a high school diploma spent as much time in learning activities as those with a university degree.

Fourth, participation in informal learning does not show the same sharp decline with age as participation in organised forms of learning.

IV.12 Concluding comments

Two very different portraits of the Canadian Learning Society appear from the data. As noted above, the overall participation rate of 27.7% in organised forms of learning (based on the AETS) suggests that Canada still has some way to go before it becomes an inclusive 'learning society'. However, the information on informal learning paints a very different picture: the results from NALL seem to indicate that more or less every Canadian is involved in some form of learning.

If informal learning were a universal activity, we would be back to the observation made by Betcherman, McMullen and Davidman (1998) about workplace training. The authors suggest that the distribution of organized training varies, but that informal training is more or less even across firms. However, more detailed information would be needed on the competencies gained from informal learning activities if policy conclusions were to be drawn from the results.

The analyses of organised learning activities contain some clear messages about the readiness and opportunities adults in Canada to participate in structured learning activities:

- Cultural traditions in the family during childhood, in combination with early schooling, strongly govern later readiness to engage in lifelong learning.
- Employers play a central role in the education and training of adults.
- The workplace and the demands it makes on the use of skills and knowledge are crucial in determining the readiness of adults to actively engage in adult education and training.
- The perception that further learning is of little or no practical use may be the most important barrier for a large segment of the population.

These data reveal that governments face major challenges in extending lifelong learning to the least qualified. With skills and knowledge are becoming increasingly important in recruitment and screening practices, adults with low-skill (young as well as old) are at risk of being routinely excluded from the labour market (Holzer, 1996). Disadvantaged groups do not participate in the adult education and training that could improve their situation; they also often find themselves in a situation (at, or outside work) that does not stimulate a readiness to engage in learning.

An important issue with regard to these broad findings is whether or not the same people receive education and training year after year, or if, over a period of time, a majority of the workforce is involved. Evidence from longitudinal research suggests that the inequalities observed in the 1997 AETS data become more pronounced and serious over time (Rubenson, 1996). What happens can best be described as 'second creaming', whereby those who participated before will participate again.

The message that emerges from the portrait in this chapter is that a fruitful strategy for lifelong learning for all is as much an issue of labour market policy as of educational policy. Interplay is a key word here; with the changing nature of work, the long-established division of roles between the public and private sectors has become antiquated. Another distinction that is disappearing is that between adult education for personal development, and for job-related training: one contributes to the other. The findings on the perceived usefulness of participation show a blurring of the boundaries between company/industry-specific training and general education.

Finally, the information on barriers suggests that ultimately the development of lifelong learning for all in Canada will depend on the extent to which the society actively engages and makes demands on

the skills and knowledge of *all* its citizens. Lifelong learning for all is conditional on a working life organised in a way that promotes the use of an individual's competencies, and on a society in which people are encouraged to think, act, and be engaged.

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V. ASSESSING THE EFFECTIVENESS OF ADULT TRAINING

V.1 Introduction

Canada has had a long history in assessing and evaluating training programs. In 1977, the federal Treasury Board was given a mandate to evaluate training programs in the federal government, and with the introduction of the Policy and Expenditure Management System in 1980, evaluation became a formal part of the planning process. The role and responsibilities of the Office of the Auditor General were expanded in new legislation. These include value-for-money or performance audits, which focus on how well the policies and programs have been implemented.

Human Resources Development Canada (HRDC) and its forerunner, Employment and Immigration Canada (EIC), have carried out a number of evaluation studies since the institution of the evaluation function in 1977. Initially, the evaluation studies conducted by the department were fairly unsophisticated, but the quality has been greatly improved over time. The OECD has recognized that the department has been a world leader in evaluating active labour market programs, and OECD studies on the effectiveness of active labour market programs have relied heavily on evaluation studies carried out by the department.

The majority of evaluation studies of training programs in Canada have been conducted by EIC and HRDC, and the provincial and territorial governments have had a much shorter history of involvement in this area. As noted in Chapter III, the evaluation process and techniques used by provincial and territorial governments vary considerably by jurisdiction. Many of the evaluation studies conducted by provincial/territorial governments have been relatively unsophisticated; but some jurisdictions are now conducting fairly sophisticated evaluation studies.

This chapter describes the evaluation and assessment of the effectiveness of adult training in Canada. It draws on existing studies and program evaluation studies and covers the following topics:

- The evolution of the evaluation of federal training in Canada;
- Recent evaluation studies of some federal training programs;
- Some examples of the evaluation of provincial training programs;
- Evaluation of training in industry;
- A summary of lessons learned about effective training practices; and
- Other social and economic perspectives.

V.2 The evolution of the evaluation of federal training programs in Canada

Introduction

Evaluation studies carried out by EIC and HRDC have usually been conducted by private consultants in close consultation with the Evaluation Branch in the department. Some studies have been produced in conjunction with provincial governments, particularly since the federal government embarked on a series of labour market development agreements transferring responsibility for the design and evaluation of training programs to the provinces. Unlike evaluation research in the US, the evaluation effort in Canada has largely been an internal government process with limited involvement from the social science community.

Two types of evaluation are conducted by HRDC: process (or formative) evaluations, and summative (or impact, outcome or effectiveness) evaluations. A process evaluation focuses on the extent to which a program reaches its intended clients, and whether or not the delivery of the program is consistent with its design and resources; it also provides information on how well the program is operating and how its operation can be improved. One of the main objectives of a process evaluation is to provide feedback to managers and to assist them in modifying a program to better meet its objectives.

By contrast, a summative evaluation focuses on the overall impact of a program and on how well it meets its objectives. A summative evaluation provides guidance to program managers and policy makers on modifications that would make the program better suited to meet client needs and to improve its cost effectiveness. Most of the evaluation studies carried out by HRDC have, until recently, been summative evaluations using a non-experimental (or quasi-experimental) design: in this approach, the outcomes of participants are compared with a similar group that did not participate (a comparison group) to provide estimates of the impact of the intervention. With the new arrangements with provinces and regional offices for evaluation of programs and services delivered under Employment Insurance (Part 2), HRDC has published a technical guide for evaluators describing the advantages and disadvantages of the quasi-experimental approach (see HRDC, 1998).

It is convenient to categorize the evaluation studies carried out by HRDC/EIC into three separate groups defined by time-period: studies carried out between 1981 and 1985, studies carried out between 1986 and 1994, and studies carried out since 1995.

Studies carried out between 1981 and 1985

EIC responded to the introduction of the Policy and Expenditure Management System in 1980 by carrying out a series of summative evaluations between 1981 and 1985, including evaluations of the Canada Manpower Industrial Training Program (CMITP) and the Critical Trade Skills Training Program (CTST). As might be expected because of the state of evaluation research at that time, there were significant flaws in the design of these early studies. In particular, benefits were measured by simply comparing the pre-program and post-program earnings of training participants; thus there was no comparison group, and no attempt was made to control for factors other than the program that might have affected outcomes. These evaluation studies nevertheless provided a promising beginning in evaluating adult public training programs in Canada.

Studies carried out between 1986 and 1994

Many of the flaws in the early evaluation studies were eliminated in a series of evaluation reports issued between 1985 and 1994. Beginning with the *Project Report of the Evaluation of the National Institutional Training Program (NITP)* in 1985, the outcomes for participants in training programs were compared with those for non-participants in a comparison group: an attempt was made to ensure that participants and non-participants were generally reasonably comparable in terms of other factors likely to affect outcomes. The impact of the program was estimated using a "difference in differences" estimator, which compared the differences between outcomes (such as earnings, or employability defined as the proportion of time spent in employment) for participants and non-participants. A variety of control factors, including factors designed to correct for sample selection bias arising from the non-random selection of the participant and comparison groups, was also usually included to test the sensitivity of the estimates. The estimated benefits in these studies were therefore likely to be more reliable than those in earlier studies.

An important limitation of the studies conducted at that time is that they followed participants and non-participants for a relatively short period of time, never exceeding two years. As a result, little is known about the permanence of the benefits that were estimated. In some cases, the estimated positive benefits of training might have declined over time. In others, the estimated negative or zero benefits of training could have occurred simply because of the relatively short time period between graduation from training and the follow-up survey. It is therefore difficult to know if the estimated effects of the programs were temporary or long-term, or if they could not be identified in the short-term, or both.

Studies carried out since 1995

Several of the evaluation studies conducted since 1995 were process or formative evaluation studies and hence contain no assessment of outcomes. Some summative evaluation studies were planned but have not been completed as yet.

V.3 Recent evaluation studies of some federal training programs

The Canadian Jobs Strategy (CJS)

The Canadian Jobs Strategy (developed by EIC in 1985) was broadly directed at providing assistance for those most in need. It was made up of six programs: Job Development; Job Entry; Skill Shortages; Skill Investment; Community Futures; and Innovations. The various programs were evaluated in the late 1980s or early 1990s.

The evaluation studies of the CJS programs were much better than those of previous programs, since they included the use of comparison groups in an attempt to isolate the effects of the program; statistical techniques were also used to correct for factors such as selection bias.

The evaluation studies of CJS programs suggest that the effectiveness of federal programs has improved significantly over time. In many of the recent programs, the positive impact on clients has outweighed the cost of the programs so that they have been cost-effective. The positive impact includes gains in wages and employability. The increase in wages after the program was usually due to an increase in time employed, rather than to an increase in hourly wages.

CJS Evaluation: the Job Development Program

The Job development Strategy was intended to improve the employability and earnings of the long-term unemployed as well as the employment-disadvantaged. The Program included four options: the General Projects option; the Individually Subsidized Jobs option; the Severely Employment Disadvantaged (SED); and the Direct Purchase Option. The evaluation study (Goss, Gilroy & Associates, 1989) covered the first three options: its primary focus was to assess the impacts (employability, earnings and UI utilization) that could be directly attributed to the Program.

The evaluation included an econometric model used to determine the incremental impact of the Program. The model was designed to correct for the selection bias that occurs when Program participants are not randomly selected. The data included: a survey of program participants; a survey of members of a comparison group of non-participants; a survey of employers/sponsors; and on-site interviews with employers/sponsors of selected projects.

The evaluation study found that the Severely Employment Disadvantaged option had a very positive impact on participants and significant gains in hours worked. Sponsors attributed these improvements largely to a marked increase in self-confidence, self-esteem and motivation. However, there were some negative impacts: participants were often employed in entry-level jobs, and there were no gains in earnings.

The study also concluded that the Individually Subsidized Jobs option had a positive impact on the employment and earnings potential of participants. However, the General Projects option was less successful than the other options and was successful for females but not for males.

CJS Evaluation: the Job Entry Program

The Job Entry Program was targeted at individuals facing difficulties in making the transition from school or home to the labour market. It included five options: Entry; Re-entry; Direct Purchase of

Training; Cooperative Education; and Challenge. An Evaluation Study of the Program by Abt Associates of Canada (1989) covered the first three options.

The evaluation of the impacts of the program was based on a sample of participants in each of the three program options and a statistically matched sample of non-participants. The effects of selection bias were eliminated using a multiple regression equation to standardise for differences between participants and non-participants (in the comparison group). The equation was used to estimate a probability of participation variable that was used in a second stage equation on outcomes to control for selection bias.

The data for the evaluation study were obtained from a variety of sources, including: administrative records; data on unemployment rates for various demographic groups; and telephone interviews of a sample of participants and non- participants.

The main conclusion of the evaluation study was that the Entry and Re-Entry options contributed substantially to the improved employment outcomes of trainees; but this was not the case for the Direct Purchase option. The analysts concluded that the design of the Entry and Re-Entry options explained the difference. In particular, Managing Coordinators in the Entry and Re-Entry options played a central role in screening participants, arranging training, and in monitoring the progress of trainees. In terms of labour market impacts, the gains varied by group and by program. The results suggested that the program helped many of those most in need of assistance (such as those on social assistance).

CJS Evaluation: the Severely Disadvantaged (SED) Option of the Job Entry Program

The Severely Disadvantaged Program option (initially part of the Job Development Program but later transferred to the Job Entry Program) was designed to focus on those facing formidable barriers to employment. Such barriers included: functional illiteracy, histories of incarceration, poor work habits, attitudinal and motivational problems, low education attainment, substance abuse, and inability to communicate in either official language.

The evaluation study (Employment and Immigration Canada 1993) was based on an analysis of labour market data for a participant group and a comparison group. An econometric model, using a regression-based comparison group methodology, was used to control for differences in participation. This provided quantitative estimates of the extent to which changes in employability, earnings and dependence on income support could be attributable to participation in the program. The data included: a survey of participants; a survey of a comparison group of non-participants; and a survey of project managers. The analysis included: case studies of a sample of projects; focus groups of participants; and in-depth interviews with EIC staff.

The evaluation study found that both wage and allowance projects were successful in reaching and improving the employment situation of participants compared with non-participants. The analysts concluded that this was due in large part to the design of the program, which focused on the training and skills development that would meet the labour market demands of the local economy. It was also concluded that employment counselling was an important element in post-program success.

The Employability Improvement Program

The evaluation of the *Employability Improvement Program* (EIP) is among the best evaluations of training programs carried out since 1995. The EIP was a client-centred program offering a choice of training programs and services to improve the prospects of those experiencing difficulties in finding and retaining employment. The three largest components in EIP were: Job Opportunities (which provided wage

reimbursements to employers who gave participants on-the-job training and work experience); Project-based Training (which provided integrated classroom and on-the-job training); and Purchase of Training (which taught participants new skills in a classroom setting).

The follow-up survey for the EIP evaluation was considerably better than that for previous programs, both in coverage and in the length of the follow-up period (on average 66 weeks from the end of the program). A control group was constructed from a random sample of the administrative files of individuals who were potential clients for EIP, based on contact with a Canada Employment Centre or a UI claim during the pre-program period.

In the first year, the estimated change in annual earnings of graduates of the training programs (compared with the control group) was 54% for Job Opportunities, 42% for Project-Based Training, and 39% for Purchase of Training. These estimates are based on regression models which include socio-demographic characteristics, labour force history and contextual variables (involving the timing of programs and data collection), and which tested for selection bias arising from non-random program participation.

There were substantial positive training benefits for participants in all components of the program. There were gains in employment following the program, and these ranged from 10 to 13 more weeks more employment for participants compared with non-participants; there were also gains of between $3700 to $5200 in annual earnings, for participants compared with non-participants. Participants in two of the components of the programs became less reliant on EI than non-participants: the gains ranged from 3.4 to 4.6 fewer weeks per year for participants compared with non-participants. In all three components, there was reduced reliance on social assistance (from 1.5 to 2.6 fewer weeks per year) for participants compared with non-participants.

All client groups benefited from the program in terms of their subsequent employability and earnings, relative to similar non-participants. Social assistance recipients gained the most, followed by the disabled and visible minorities. Youth and those with the least formal education fared the worst, although they made gains. Men and women benefited to the same extent except from classroom training, in which women had larger gains than men.

V.4 Some examples of the evaluation of provincial training programs

Evaluation of programs for Social Assistance Recipients in Ontario

A recent study by Porter (1991) has assessed the longer-term effects of three employment programs in Ontario: Employment Support Initiatives (ESI); Youth Employment Preparation Program (YEP); and Social Services Employment Program (SSEP). Two of these (ESI and YEP) included a training element. ESI was a pre-employment program designed to assist sole support parents on social assistance in achieving financial self-sufficiency through employment. Clients were provided with financial assistance to cover the costs of employment, as well as some skills training. YEP provided youth, aged16-24 and on welfare for three months or more, with job-readiness training, job search and job placement assistance, job-related expenses and referral to other training programs.

The main objective of the two programs was to assist clients find full-time employment and independence from social assistance. Administrative data were used for developing three outcome measures: the number of individuals who left social assistance; the length of time on assistance during the evaluation period; and the rate of recidivism to social assistance if the person had left. Comparison groups were selected so that non-participants were as similar as possible to participants. The analysis compared

the outcome measures for the program and comparison groups: a multivariate discriminant analysis was used to rank the importance of various factors on outcomes.

Several conclusions emerged from the evaluation study of ESI:

- Over the four-year follow-up period, only slightly more ESI clients than those in the comparison group left social assistance.

- More ESI clients than in the comparison group left social assistance by December 1989 (i.e. by the end of the evaluation study). But more also returned to social assistance: 44.9% of those who left social assistance had returned within the follow-up period.

- ESI cases left social assistance for an average of 18.3 months over the period to December 1989; by contrast, non-participants were off social assistance for an average of 16.8 months. In other words, ESI cases were on social assistance an average of 1.5 months less than those in the comparison group.

- ESI seemed to help clients leave social assistance, but the impact of the program was quite small after four years; 57.6% of ESI clients (compared with 54.3% for non-participants) left social assistance by December 1989. Thus the net impact was + 3.3%.

- The most important factors affecting the success of clients in leaving social assistance were: the length of time on assistance prior to ESI, the health of clients, the number of dependants, education, client age, and attendance in the ESI program.

YEP had no effect, over the four-year follow-up period, in reducing the dependence on social assistance of participants compared with non-participants. Of the YEP clients who left assistance, 71.1% returned during the follow-up period. YEP did not help clients leave social assistance in the long-term; in fact, there was evidence that being in the program increased the likelihood of receiving social assistance. For example, over the follow-up period to December 1989, YEP cases were off social assistance an average of 32.6 months; but those in the comparison group were off assistance for an average of 34.2 months. In other words, clients in YEP cases were on social assistance an average of 1.6 months more than non-participants (-13.6% relative to the comparison group). The factors that seemed to affect success in leaving social assistance were: number of dependants, length of time on assistance prior to YEP, client health, and gender.

Three general conclusions emerged from the study: even when the benefits were positive (e.g. in ESI) the effects of the program seem to decline over time; the long-term effects were small and definitely smaller than expected when the programs were started; the programs did not reduce recidivism to social assistance.

The study also concluded that policy experimentation should be considered for social policy issues such as employment and training. It notes that evaluation in areas such as labour supply and income maintenance includes analytical complexities that make it difficult to evaluate them with non-experimental data. This suggests that evaluation may benefit from well-conceived social experimentation. The cost of social experimentation is high, but the costs of repeated non-experimental research, and the ill-advised social policy decisions that follow, may be more expensive.

The effectiveness of employment and training programs for Income Assistance Recipients in British Columbia.

This report (Warburton1992) evaluated the effectiveness of several employment and training programs in British Columbia, designed to enable welfare recipients to improve their employability and return to the workforce:

- The Employment Opportunity Program (which provided half of the wages of welfare recipients hired by private employers for on-the-job training);
- Three public employment job training programs, Community Tourism Employment Training, Environment Youth Corps, Forest Enhancement Program (which funded the employment of welfare recipients by government agencies on public projects);
- A group of educational, vocational and technical classroom training designed to improve skills and employability; and
- A job search program that combined classroom training in job skills with job search.

The report includes an interesting discussion of three approaches for estimating the impact of the programs: random assignment; comparison groups; and cell-matching. In random assignment, individuals are randomly allocated to participant and non-participant groups: thus the only consistent difference between the groups is participation/non-participation in the program. This is the ideal way to test the effectiveness of a program. However, its disadvantages include: cost (because of the need for a special demonstration project); unfairness (since some individuals are excluded); validity (with respect to sub-groups); and corruptibility (because of the difficulty of strict adherence to random assignment).

The use of comparison groups is based on the division of participants and non-participants after the completion of a program. This approach is cheaper than random assignment since it uses data from the actual program rather than from a demonstration project. The major disadvantage is that participants and non-participants may differ because of selection bias (that is, bias introduced because of unknown differences between participants and non-participants). Regression analysis can be used to reduce the effects of selection bias. However, regression analysis is highly sensitive to the judgement of the analyst (in the selection of variables and structure of the equation); and because of the technical complexity of regression analysis, the results are not always easy to interpret.

In cell-matching, the population of welfare recipients less the program participants, is divided into a large number of cells based on the characteristics that are likely to affect outcomes (e.g. age, sex, marital status, employment, and welfare experience). Participants are matched in these cells, and average dependence is calculated for each cell for participants and non-participants. The averages are weighted by cell size to provide overall estimates for participants and non-participants. Cell-matching has the advantage that it is relatively easy to understand, and unlike regression analysis, assumptions about the mathematical relationships in the model are not necessary. Although some regression analysis was used in the report, most of the analysis was based on cell-matching.

The report draws several conclusions about the Employment Opportunity Program:

- Participants moved off Income Assistance more quickly than non-participants.
- The program resulted in increased dependence on Unemployment Insurance.

- Survey results showed that the program: helped participants find employment; did not raise wages on average; and helped those with longer welfare histories more than those with shorter welfare histories. In addition, most employers benefited from the program.

- The author argues that even if each subsidized program employee were to displace an unsubsidized worker, the overall level of employment would have been higher since the displaced employees would have found jobs more easily than the subsidized employees who replaced them.

- The unemployment rate had no clear effect on the impact of the program.

- Government expenditures on the program were lower than the savings that resulted from the reduction in Income Assistance payments.

The conclusions about Public Employment Job Training Projects were:

- The programs helped reduce welfare dependence while they were underway, and during the following 12 months during which participants were eligible for Unemployment Insurance. But they had little or no positive effect after that.

- The programs enabled participants to rely on Unemployment Insurance to a much greater extent than non-participants.

- There was no clear survey evidence that the programs helped participants find employment when the programs were completed.

- The wages paid did not differ significantly between participants and non-participants.

With respect to Classroom Training Programs:

- They had had a modest positive impact on welfare assistance.

- Analysis of data for Camosun College in Victoria indicated that Career Technical and Vocational training courses had the most impact. Academic training courses had a modest positive impact. And Adult Basic Education training had the least positive impact: and some had no positive impact.

V.5 Evaluation of training in industry

The importance of on-the-job-training

According to Davies (1986), informal or on-the-job training in the US is as important in dollar terms as formal schooling. The same may be the case in Canada: since firms need workers with skills, they must invest in training their own workforce. But there is an element of risk in the prospective returns to training, and firms may choose to avoid such investment if they believe that the returns would be too low or could not be captured by them.

While firms often put greater emphasis on investment in physical capital or R&D, rather than on investment in human capital, the latter is equally important for growth and productivity. Moreover, it is difficult to separate the effects of physical and human investment since they are usually complements in the production process. On the basis of a number of case studies in Canadian industry, Betcherman et al. conclude that:

> '... the processes of technological and organizational innovation and human-resource development constitute a complex and continuing challenge. Change is uneven, disruptive, costly, but nonetheless, unceasing. People and organizations, no less than machinery and equipment, need constant care and upgrading...It is regrettable, therefore, that in too many enterprises there is still relatively greater emphasis on the husbanding of financial and physical – as opposed to human and institutional – capital', (Betcherman et al 1990, p. 5).

Since employees may leave a firm at any time, why should individuals not pay for their own training? If payment for training were the only issue, it could be addressed in a number of ways, such as: lower wages during the training period, making employees pay for their own training, or requiring workers to undertake the necessary training at schools or training institutes before applying for jobs. But the issue may be more complex. The implicit assumption underlying the human capital model is that workers who acquire skills for their own benefit (i.e. to improve employment and earnings) can bid for jobs from employers who require these skills and who offer competitive market wages. Thus the emphasis in the human capital model is on the supply of skills that workers have to offer.

An alternative model emphasizes the demand side of the market for training. Thurow suggests that workers do not bring fully developed job skills into the labour market; instead, job skills are acquired after a worker finds an entry job and the associated promotion ladder (Thurow 1975). Citing U.S. surveys, Thurow reports that 60% of workers indicate that all of their job skills were acquired through informal on-the-job training. This supports the view that training and production are complementary activities so that most job skills can probably best be taught on-the-job; in fact, on-the-job training from a co-worker may be the cheapest method of training. In short, '... the labor market is not a market where fully developed skills bid for jobs. Rather, it is primarily a market where supplies of trainable labor are matched with training opportunities that are in turn directly associated with the number of job openings that exist', (*ibid*, p. 79).

This does not imply that formal training is unimportant; but it simply indicates that general education may be no guarantee for job-preparedness and hence for employability. Employers hire workers based on their perception of the costs of training recruits. And educational preparation (i.e. success in completing previous training) is simply one of the many background characteristics (such as age, gender and experience) that employers use to select trainees. In short, employers allocate training opportunities-cum-jobs to those with the desired characteristics and educational credentials. In other words, the labour

market may reflect not competition among employers to hire skilled workers through wage offers, but instead competition among job-seekers to obtain training opportunities.

The upshot of Thurow's argument is that education is a defensive necessity rather than a guarantee of employability. Formal education merely secures a place in the queue of workers demanding a training opportunity; it does not, by itself, represent skills that can be translated into economic productivity or competitive advantages. It follows that employment-relevant training may be particularly important for a nation's economic prosperity. In a sense, the requirement to provide training is identical to the need to create jobs, and government policy to expand employment is necessarily linked to the need to assist private sector employers to deliver training. This perspective emphasizes the demand on the part of firms for those willing to train, rather than the supply of skills that workers have to offer. Job creation and growth are an indispensable prelude to delivering adult training: this would seem to put the onus on training agents rather than on the workers themselves.

Thurow's argument raises additional questions, but the answers require detailed empirical analysis, which is not available. Why do firms not offer the right amount and the right type of training to their workforce and new recruits? What government policies can be used to stimulate firms to offer more training? What is the role of private training institutions not aligned with firms? Is on-the-job training equivalent to training acquired outside the firm? What opportunities exist for outsiders who are unemployed, functionally limited, lacking in basic literacy and numeracy skills, absent from the workforce for an extended period, recent immigrants, and the like?

The profile of firms providing training indicates that they are generally large and mature, particularly those undergoing technological change (Betcherman and McMullen 1986). There is some evidence that training is stimulated by favourable regional labour market conditions (Picot 1986; Simpson 1984), although the pattern of training by firms over the business cycle remains unclear. There is also evidence of a sectoral pattern in training. Firms in industries with an older and less educated workforce, inadequate investment, outdated technology and unstable growth tend to conduct less training. Such firms are likely to be in industrial sectors that are in decline, such as tobacco, leather, furniture and clothing (Hum and Simpson, 1993). This is consistent with the results of more recent studies, including the Ekos Workplace Training Survey (Canadian Policy Research Network, 1997; Statistics Canada, 1998).

The profile of trainees suggests that younger workers, men, full-time workers, and workers with more education and previous training, are more likely to be involved in firm-sponsored training. Workers, especially men and those with post-secondary education, tend to find full-time employment, which offers a succession of training opportunities and advancement within the organization and the profession. As workers age and achieve a certain level of proficiency within the profession, training and advancement level off at a fairly high level of earnings.

Data available for evaluating training in firms

Firms in the private sector make investment decisions on a regular basis and often rely on a formal assessment of the costs and benefits or rate-of-return associated with prospective investment opportunities. This suggests that the information base needed to evaluate investment in workplace training and adult education would be readily available in the private sector. However, this does not seem to be the case in Canada.

Ekos Research Associates has recently conducted a Workplace Training Survey (WTS) of 2,584 Canadian employers that went beyond the simple measurement of training activities: an attempt was made to assess 'the incentives and disincentives facing employers and employees in terms of investing in

training' (Ekos Research Associates, 1996, p.19). The survey focused not simply on describing the characteristics of training, trainees and employers providing training, but instead on the more complex issues associated with the costs and impacts (or benefits) of training in industry. The term 'impact' is often used to emphasize that the benefits of training are only measured in the short term; however, the firm's training profile should ideally track the benefits of training as long as the worker remains with the firm. The results suggest that much needs to be done before a systematic evaluation of training in the private sector can be conducted.

The WTS found that 30% of firms reported no training; and only 28% of those reporting training provided formal training (defined as 'training that has predefined objectives, a structured format, and a defined curriculum' *ibid*, p.52). At the same time, 57% had a system for tracking training expenditures and 78% of those with at least 100 employees kept track of training costs. The report indicates that only about one in eight firms in the survey reported a high commitment to training; but it concludes that data on training costs are likely to be unreliable, even for firms with a high commitment to formal training. The latter are 'in a better position to document the obstacles involved in estimating valid training expenditures than to make . . . estimates with any confidence' (*ibid*, p.73).

The WTS included 18 case studies covering 412 employees, which were used to assess the impact of training in the private sector. The results of a model, which controls for sex, age, education, training with the previous employer, current job tenure, and establishment characteristics, indicate that employee wage growth was 15% greater for those receiving skill training from their employer. However, the specific effects of employee training on revenue and productivity in the firm were not assessed: note that the links between firm performance and training activity were analyzed (based on self-assessment of firm performance rather than on actual financial and productivity data), but such analysis provides no reliable evidence of the benefits of particular training activities. Moreover, the '...case studies revealed that most [firms] do no systematic training evaluation, relying instead on very subjective perceptions. Very few used evaluation methods that could be considered formal or rigorous in any sense' (*ibid*, p.136). The report argues that linked employer-employee data are essential in future research to provide a better understanding of training decisions.

The research available in Canada includes no direct estimates of the benefits and costs of training in the workplace that can be used to estimate the rate-of-return of investment in skill development in industry. Such estimates could be developed if company records showing training costs and worker performance before and after training were accessible. Bartel (1995) used the personnel records of a large manufacturing firm in the US to study the cost of on-the-job training and its effect on wages and job performance. The records provided both direct training costs (salaries of trainers, the cost of materials and tuition and accommodation costs), and indirect training costs (salaries of trainees). Bartel estimated that between 1986 and 1990, direct and indirect training costs were $1,440 on average per employee per day. But the salary gains on a day of training all exceeded 2%, and they were highly statistically significant. If company productivity gains were at least as large as wage gains (although evidence suggests that they may be larger), and skills were to depreciate at 20% per year, these salary gains would imply rates of return on company-sponsored training of 26%. Bartel's results are consistent with other estimates of the returns to workplace training in the US, based on longitudinal household survey data (Mincer, 1991).

Rates of this magnitude are attractive compared with the international benchmark rate-of-return of 10% for post-secondary education suggested by Psacharopoulos (1981), with the estimated rates of between 7% and 14% for university education in Canada (Vaillancourt and Henriques, 1986), and with estimates of social rates-of-return of between 12% and 14% for higher education in the US (Paulsen, 1998; see Stager, 1989, for a discussion of the variation in Canada). On the basis of these benchmarks, the rates estimated by Bartel suggest an under-investment in workplace training.

Is it reasonable to use the rate-of-return estimated by Bartel as an indicator of the rate in industry in Canada? Can it provide a good indicator of the rate for all firms (large and small), over the long run, and irrespective of the training culture? Or is it only applicable to the particular firms and programs analyzed? There are also interesting policy questions involving the nature and distribution of the returns to training, which cannot conveniently be summarized in a single rate-of-return. This suggests that research to verify and extend the US results to Canada should be encouraged: such research could be improved if accounting systems to track training expenditures were in place (Canadian Labour Market and Productivity Centre, 1993).

Estimates of the benefits and costs of training in the workplace can also be obtained from surveys of employers. Promising research in the US has used employer surveys to establish that there is a strong relationship between training, wage growth, and productivity growth within firms. Barron et al. (1989), for example, found that a 10% increase in training expenditures increases the value of trainees' output by 3% per year, divided roughly evenly between the worker (about a 1.5% wage increase) and the firm. Survey research is clearly needed to develop estimates for Canada.

Partners in training

Workplace training primarily involves a partnership between business and labour. There seems to be scope for cooperation between management and organized labour to devise effective and profitable training programs, introduce new technology and upgrade skills. But there is also a danger that excessive regulation and wage compression will tend to discourage training, the introduction of new technology and organizational change. The available evidence suggests that the role of labour organizations in the training process is unclear. Ekos Research Associates report only moderate involvement by unions in training, even in firms strongly committed to training (1996, p. 117). Even when other factors are taken into account, union membership seems to have no significant effect on the incidence of training (Simpson, 1984; Hum and Simpson, 1993).

Although workplace training is provided by businesses, the federal government has provided some funding, either through educational and vocational institutions, or through incentives to industry. General support of workplace training by the federal government is less than a decade old, and although it remains quite modest in financial terms, it has increasingly become a major objective of the government. Federal involvement in training started with the Canada Manpower Training Program (CMTP), which provided training to adults no longer in formal schooling. This was followed by the National Training Program (NTP), which shifted emphasis from low-level to high-level skills. In the 1980s, there was a gradual shift towards on-the-job training with a view to alleviating critical skill shortages (through the Canada Manpower Industrial Training Program [CMITP] and Critical Skill Trades Skill Training [CTST]: See Davies 1986).

The focus in these programs was on the training needs of those less prepared for market employment, and this was achieved through government training programs rather than through financial support for on-the-job training. Even the Canada Jobs Strategy (CJS) initially emphasized training for the disadvantaged (the unemployed and the hard-to-employ, including special needs groups such as those with disabilities). However, the strategy of the federal government changed significantly in the 1990s in response to concerns that training in Canada may be inadequate to maintain its competitive position with respect to other industrialized countries. Employment and Immigration (EIC), for example, argued that '...the private sector in Canada spends about $1.4 billion on formal training – less than half that of the United States on a per-employee basis' (EIC, 1989, p.2). Other international comparisons also suggest that Canadian effort may be inadequate (Adams et al 1978; Simpson and Stambrook 1990), although there is some evidence to the contrary (Kapsalis 1993). Such comparisons are informative, but little can be learned

from them because the relevant surveys differ considerably in their definition of training, in the reference period for measuring training activity, and in other important factors (Hum and Simpson 1996a). In the absence of a standardized international survey of workplace training activities, the best strategy is to focus mainly on Canadian research.

As noted above, workplace training in Canada is mainly a partnership between business and labour. Survey estimates indicate that on average about one-quarter of workers and at least one-quarter of firms participate annually in formal training programs (Hum and Simpson 1996a); and the incidence of training seems to be rising (Ekos Research Associates 1996). However, the amount of training taking place may be underestimated in surveys: much employer-based training is informal on-the-job training and this is unlikely to be captured in surveys. It follows that investment in workplace training may be higher than suggested by available estimates.

Recent federal initiatives

When the federal government allocated a portion of surplus Unemployment Insurance revenues towards workplace training in 1989, new funds were also allocated to training for workers. Training expenditures continued to grow rapidly (reaching $3.4 billion by 1992-93) as the federal government shifted emphasis from income support for the unemployed and hard-to-employ, towards provision of training for the employed, (Hum and Simpson, 1996b).

HRDC was created in 1993 to provide a more integrated (training and income support) approach to Canada's national investment in people. In November 1995, the federal government announced its withdrawal from labour market training and the devolution of delivery of active employment measures to the provinces. Active employment measures funded through the Employment Insurance (EI) account include targeted wage subsidies, self-employment, job creation partnerships, and employment assistance services. HRDC focused on national programs (such as disseminating labour market information), but it continued to be involved with labour market training until 1998-99: the goal was that there would be no federal spending on training by 2000.

The budget for the Human Resources Investment Fund (HRIF), created in 1995 to help people find and keep jobs and to combat poverty, was $12.62 billion in 1994-95, and was estimated to be $2.5 billion in 1997-98 (HRDC 1997-98 Estimates Part III). The HRIF includes EI funds as well as monies from the Consolidated Revenue Fund (the Canada Assistance Program [CAP] and Established Programs Financing [EPF], which have been replaced with the Canadian Health and Social Transfer [CHST]), so that it is now difficult to identify training expenditures. The upshot has been that the federal government now recognizes the importance of training for all Canadians, not just the disadvantaged; but this responsibility is increasingly being transferred to the provinces/territories.

V.6 Summary of lessons learned about effective training practices

Background

The Evaluation and Data Development Branch in HRDC has recently released a series of reports ("*What Works for Whom?*", HRDC, 2000), summarizing the lessons learned in human resource policies, programs and services. The report covers Canadian as well as relevant international studies: it describes the findings of research and evaluation studies and their implications for designing and implementing effective policies and programs. Most reports in the series include a background section, a summary of the findings, a synopsis of the key lessons learned and a video. The reports published to date include:

- *Adult Literacy Policies, Programs and Practices;*
- *Effectiveness of Employment-Related Programs for Youth: Lessons Learned from Past Experience;*
- *Disability Policies and Programs: Innovative Workplaces: Lessons Learned;*
- *Own-Account Self-Employment in Canada; and*
- *Older Worker Adjustment Programs Lessons Learned.*

This section provides a summary of the major findings in "*What Works For Whom?*" for the following groups: adults in the labour market; adults moving from welfare to work; adults with literacy problems; and older workers.

Classroom training

As described in Chapter I of this Report, HRDC and its predecessor departments have provided financial support for occupational training and educational upgrading for adults since the mid 1960s. As in most other major industrialized nations, this support has traditionally focused on publicly-funded classroom training. The "*What Works For Whom?*" series shows that even though evaluation studies of classroom training have had mixed results, some useful conclusions can be drawn:

- Programs targeted to a general clientele have been ineffective in comparison to those tailored to specific groups and occupations.
- Classroom training has worked better for those entering the labour force after a prolonged absence and improved both employment and earnings for adult women.
- Training in shortage occupations produced better results, especially when it was linked to employers' needs and when employers were involved in identifying those needs: it was also more effective when combined with on-the-job training such as apprenticeship.
- Finally, classroom training has worked better when combined with other measures, such as job search assistance.

The series concludes that:

- Training is least likely to work for prime-aged men and older workers with low levels of initial education.
- Training for workers displaced as a result of industrial downturns have had a marginal impact in the short-run, but virtually no impact over the longer run.
- General training programs appear to do a poor job of meeting the specific needs of participants: they may even harm employment prospects by removing a person from active job search and lengthening the period of unemployment.

It is important to note that the outcome of classroom training has generally proved to be more positive in Canada than in many other countries. This is particularly the case for more recent evaluations,

suggesting that improvements in program design and delivery in Canada have had a positive effect. The impact on employment has generally been greater than the impact on earnings, which has often been quite limited. But there are important exceptions: programs geared to skill shortages (Skill Shortages Program) and to the re-entry of women into the labour force have produced significant gains in both employment and earnings.

Little is known about the 'dead weight' effects of training programs, that is, about how many participants would have undertaken training without such programs. Nor are there any known studies on the displacement effects of classroom training, that is, on the extent to which government-sponsored trainees restrict other candidates from participating in the same training. In Canada, course purchases by HRDC included the full costs of classroom training so that displacement was likely to be less of an issue, especially over the longer term: training institutions could probably readily expand capacity to meet any additional demand. However displacement is likely to be an issue in fee-payer arrangements in which the trainee pays the regular tuition (less than actual costs in public institutions) and HRDC pays the income support.

Enterprise-based training

Enterprise-based training in private firms has generally produced positive gains in both employment and earnings, particularly for single mothers, women re-entering the labour force, and the long-term unemployed. However, there are significant dead weight and substitution effects from wage subsidies generally associated with this type of training. Of course, these effects may not pose a serious problem from a policy perspective if the purpose of training were simply to 'shuffle the queue' and provide opportunities for disadvantaged groups.

In Canada, enterprise-based training in shortage occupations has resulted in increased employment and earnings in almost all cases. Individually subsidized jobs, in which a wage subsidy was combined with on-the-job training, provided significant impacts on both employment and earnings. Evaluation studies carried out by HRDC also show that a significant proportion of federally-funded enterprise-based training programs was incremental, and would therefore not have taken place without the training subsidy. Another positive effect of federal programs of support for enterprise-based training was that it frequently resulted in the hiring of disadvantaged persons who would not otherwise have been employed. While subsidization of jobs produced positive gains for women generally, there were no gains for women with pre-school children.

The "*What Works For Whom?*" series observes that since employment in subsidized enterprises causes unemployment in non-subsidized firms, there are probably significant displacement and distortion effects in business as well as in the labour market. This is a serious and unintended effect that skews the competition in favour of subsidized firms.

Careful targeting of both trainees and training firms may provide a basis for avoiding he negative effects of on-the-job training. Directing training to those employed for longer periods can probably help to reduce dead weight losses (that is, training conducted without subsidy); however, the benefits would need to be assessed against the generally higher cost of a successful intervention. Displacement effects can be reduced by focusing training on shortage occupations, on firms and areas with few competitors, and on economic sectors enjoying increased product demand. Note, however, that wage subsidy programs are prone to abuse and hence need careful controls. Employers must be monitored to ensure that they do not use subsidies to fill recent vacancies or to replace subsidized workers who have been dismissed because the subsidy has ended.

Project-based training

The "*What Works For Whom?*" analysis also examines 'project-based' training: this is generally associated with projects like job creation in which unemployed persons develop work experience in publicly-funded projects. Project-based training has produced generally poor results, leaving participants with few, if any, longer term benefits: public sector experience does not necessarily lead to private sector employment. Despite the poor evaluation results, job creation projects have nevertheless provided benefits for specific groups of individuals in both Canada and elsewhere. Typically, such projects are aimed at individuals who are hardest to place and for whom other forms of intervention have failed. Such individuals are sometimes most in need of the social skills and attitudes normally viewed as the basic requirements for getting and holding a job. Project-based training may yield some benefit in this regard.

Literacy training

The "*What Works For Whom?*" series also examines what has been learned about literacy programs aimed at families and workers. Social policy research has been successful in providing a better understanding of the nature and extent of the adult literacy problem. A great deal is now known about who has, or is likely to have, literacy problems, classified by age, gender, geography, education level, first language and other identifiers. Such information is invaluable for targeting literacy programs to those most in need and for tailoring the programs to fit the specific literacy problems of these groups. In addition, much has been learned about the importance of literacy for economic success and social well-being. In particular, data from the International Adult Literacy Survey (IALS) show that adult literacy is highly associated with critical outcomes such as employment and incomes, and that in economies such as Canada there is a substantial reward for workers with higher levels of literacy.

However, little is known about the effectiveness of adult literacy programs. The series concludes that although some individual programs have been evaluated, adult literacy policies, programs and practices have not been consistently evaluated, and many critical issues do not appear to have been evaluated: in particular, little is known about the actual impact of programs on learners and the rewards for improved literacy skills for adults. Poor program retention is a common problem in literacy training. Nevertheless, much has been learned through innovation and pilot projects about how to design and deliver good quality literacy programs tailored and targeted to particular client categories, such as family literacy and workplace literacy.

The National Literacy Secretariat and its partners have been successful in promoting an awareness of literacy and an understanding of its importance to Canadian society. And IALS (and the research it has generated) has been integral to the communications and public awareness activities in adult literacy. But despite the application of these practices and strategies, the level of adult literacy training remains small in comparison with the number of adults at risk.

V.7 Other social and economic perspectives

Recent developments in economic theory raise questions about the reliability of existing estimates of the returns to investment in education, and hence about the available assessments of the effectiveness of training programs. Many economists support the 'new' growth theory (endogenous growth theory), which implies that the benefits of human capital investment may be greater than assumed in traditional growth theory. For many years, economists have accepted the view that technological change has a major impact on long-term economic growth; but in the new growth theory, economic growth is also seen as one of the factors that affects technological change. Thus the returns to education and training may be greater than suggested by the available estimates.

There have also been significant improvements in the measurement of human capital. Education has generally been measured in terms of level of education or number of years of schooling. However, it is now widely recognized that knowledge and skills are critical for the development and diffusion of new technologies and for technical innovation; attempts are therefore being made to develop measures of the skills and knowledge of workers.

This section explores how the development of endogenous growth theory and better measures of human capital are likely to affect current assessments of training programs.

Endogenous growth theory

The traditional model of economic growth assumes that output grows because of increasing inputs of the two main factors of production – capital and labour. The growth unaccounted for in this model (the 'residual' factor) is assumed to represent the effects of technical progress (treated as an exogenous factor). Empirical analysis in the early 1960s showed that the residual factor was substantial, and attempts were made to reduce its size by including the effects of factors such as labour quality and technical know-how. The most common proxy for labour quality has been educational attainment, and using it has reduced the size of the residual in some countries but not in others. Some authors argue that the traditional growth model, modified to take account of labour quality, is satisfactory for explaining cross-country differences in growth; but others do not agree (see, for example, Mankiw et al 1992, Jones, 1992, and Romer, 1998).

Over recent years, many attempts have been made to identify and measure the precise contribution that human capital makes to economic growth. Different theories have been proposed for separating out the contributions of the quantity of physical capital, the quantity of labour, the quality of labour (defined, say, in terms of educational level), and changes in technology. But it is difficult to separately identify the effects of education and changes in technology since the two factors are highly interdependent.

The new growth theory treats technological change, or the generation of new knowledge, as an endogenous factor rather than as an exogenous factor; in other words, economic growth itself creates technical progress. Many reasons for such a relationship have been suggested. They include: externalities, learning-by-doing, the intergenerational transmission of opportunities to acquire human capital, imperfect competition, and the distribution of income (see the symposium articles by Grossman and Helpman, Solow, Romer, and Pack in *The Journal of Economic Perspectives*, vol. 8, no. 1, 1994; also see Osberg 1995, and Lipsey 2000).

Although the many authors differ in terms of their emphasis and attribution of importance to different factors, the following seem to be the main general conclusions:

1. Small differences in growth rates can lead to large differences in living standards even in one generation (Lipsey, 1996). Hence, even if adult education and training policies have a small positive effect, the long run social benefits of the increase in economic growth can be substantial.

2. If technical progress were indeed endogenous, there need not be diminishing returns to capital, and increasing returns would be possible (Romer 1996, p. 136). In other words, if adult education and training led to new ideas (perhaps, through externalities), new processes (perhaps through learning-by-doing), or scale economies (perhaps because of more workers networking), then economic growth without a limit may be possible.

3. It is generally acknowledged that technical progress is rarely a smooth or continuous process, or that it is diffused immediately without a time lag; moreover, its productive effects may not be confined to a short period (e.g. to part of an individual's working-life). Nevertheless, there are always likely to be short-term painful adjustments for many workers, especially for those who cannot be easily retrained or for those without access to education opportunities.

These conclusions suggest that it is difficult to reliably estimate, not only the social rate-of-return on human capital investment, but also the private rate as well. Thus while the rate-of-return is clearly an important consideration, other factors are also important in examining the effects of a training program. These include factors that are relatively easy to measure (such as unemployment), but also factors that are not easy to measure (such as improved self-confidence). It follows that existing assessments of the effectiveness of training programs must be interpreted with care.

Measuring human capital

When the theory of human capital was first developed in the early 1960s (see Becker, 1964), economists paid little attention to its definition and measurement. It was generally assumed that human capital could readily be measured in terms of educational attainment (e.g. using level of education or number of years of schooling), or in terms of the market value of an individual's attributes (e.g. income or earnings).

Over recent years, factors such as increasing globalization and the effects of rapidly changing technology have generated considerable interest in the definition and measurement of human capital. The general view is that knowledge, skills, abilities and competencies make up what is thought of as human capital. For example, Miller (OECD, 1996, p.22), describes human capital as: '...the knowledge that individuals acquire during their life and use to produce goods, services or ideas in market or non-market circumstances'. The OECD (1998, p.9) defines it as: 'the knowledge, skills, competences, and other attributes embodied in individuals that are relevant to economic activity'.

These factors cannot be easily measured. As Miller (op. cit., p.21) points out: 'When it comes to assessing the returns on human capital investment, the process breaks down at the very first step of establishing some measure of the individual's knowledge. There are currently few methods for accurately measuring either the existing capacity of an individual's knowledge or the increase in the productive capacity due to the knowledge acquired by investing in additional competences'.

Data on educational attainment have been the main source of information on human capital. But they have several limitations (OECD, 1998, p.21-22):

- The completion of a given level of education does not guarantee the existence of any particular competences. Although there is a correlation between educational attainment and skill, the wide variation in country specific requirements to obtain any given level of certification does not provide a consistent method for comparing knowledge and skill attainment.

- Educational attainment includes only education in the formal education system that provides some sort of certification. It does not include knowledge/skills that may have been obtained elsewhere in less formal settings or non-certified learning.

- Educational attainment measures are somewhat static in that they do not allow for the depreciation or appreciation of skills. The skills of adults are usually measured with reference to their educational qualifications obtained decades earlier; and these qualifications take account of neither the loss of skills nor the gains in knowledge/skills over time.

Educational attainment by economic category is difficult to compare. When such data cannot be broken down by industry, occupation or other such categories, an alternative is to use data on the percentage of persons holding positions at various skill levels in particular occupations (measured by occupation classification standards such as ISCO-88). This raises the issue of comparability because of variation in the application of coding standards to national occupation codes.

In the past, interest has focused on formal learning and educational attainment, with much effort directed to measuring education inputs such as expenditures and training duration. The recent emphasis on *learning* shifts attention to outcomes and what happens in the mind of the learner. Skill measures, as opposed to educational attainment measures, will therefore allow measurement of the accumulation of skills (see Giddings and Barr-Telford, 2000).

VI. SUMMARY AND OVERALL ASSESSMENT OF ADULT LEARNING IN CANADA

The major findings of the Background Report are discussed under three broad categories:

1. Coordination;
2. Learning pathways and learning outcomes; and
3. Incentives and motivations for adults to learn.

VI.1 Coordination

System cohesion

The survey of the provinces and territories included a number of questions dealing with how the respective jurisdictions organize and coordinate their adult training responsibilities and activities, and with how the federal and provincial governments work together. The interviews with federal officials dealt at some length with federal relationships with provincial/territorial governments and with the private sector. This information provides the basis for much of the discussion here.

Adult learning responsibilities are widely diffused in Canada so that it appears on the surface, that the adult learning system in Canada lacks cohesion. There are thirteen separate and highly diverse provinces and territories, and within each jurisdiction, several ministries or departments (depending on the size and complexity of the public service) are involved in adult learning. In most provinces/territories, significant adult learning responsibilities in areas such as curriculum development, accreditation, Prior Learning Assessment and Recognition (PLAR) and certification have been delegated to post-secondary institutions (which are generally governed by a board as set out in provincial legislation). Unlike initial education (where public institutions dominate), commercial colleges, trade schools, employers and non-profit agencies provide much of the formal adult learning available in Canada. At the federal level, while Human Resources Development Canada (HRDC) is currently responsible for many of the key federal programs and activities, other departments, in particular Industry Canada, also have important roles.

It follows that adult learning systems in Canada are complex, with many players and with multiple decision-making points.

Coordination mechanisms

Given Canada's geographic size and its economic and cultural diversity, it is understandable that a monolithic approach or a single set of policies on adult learning would be inappropriate. Adult learning systems must be complex in order to meet the various objectives, and it is inevitable that significant variations will exist across jurisdictions. It is therefore critical that effective mechanisms be in place to coordinate the activities of the various stakeholders, and to promote effective partnerships.

Most jurisdictions have created formal mechanisms to coordinate adult training activities: these are described in the summary of the responses to the questionnaire completed by provinces/territories (Appendix I). The Council of Ministers of Education Canada (CMEC) has served, since 1967, as the vehicle through which provincial/territorial ministers of education consult and act on matters of mutual interest, and cooperate with national education organizations and with the federal government. Working through CMEC, provinces/territories have developed statistics on the performance of education systems, have encouraged the mobility of post-secondary students through credit transfer agreements among jurisdictions, have developed a report on public expectations on post-secondary education in Canada, and have developed a pan-Canadian protocol on the transferability of university credits. At the national level, the Forum of Labour Market Ministers (FLMM) promotes inter-jurisdictional cooperation, notably through inter-provincial occupational standards and labour mobility.

Labour Market Development Agreements

There has been some discussion, in previous years, about jurisdictional responsibilities in adult learning and the apparent duplication of services between the federal and provincial/territorial governments. Some analysts argue that the public has not always been sure about which level of government and which agencies provide which services. Thus the withdrawal of the federal government from the course purchase arrangements and the signing of Labour Market Development Agreements (LMDAs) with provinces and territories promise a more cohesive system and more effective partnerships. Note that the federal government still funds training for aboriginal persons and persons with disabilities, and training for its youth programs, under the Consolidated Revenue Fund (i.e. general revenues), which do not fall under the LMDAs.

Some jurisdictions suggest that the LMDAs indirectly serve a very useful purpose in bringing together the various agencies and ministries involved in adult education and training. Some also argue that the withdrawal of the federal government from the course purchase agreements is one of the most important developments in adult learning in the last five years.

Engaging stakeholders

Engaging business and public interest groups in issues connected with human resource development is not new. For decades governments have sought the advice and participation of stakeholders in activities such as setting occupational standards, developing curriculum, and identifying training needs: and stakeholders participate on numerous boards and commissions.

Several innovations in social partnerships for training were introduced in the late 1980s and early 1990s. In 1991, the federal government launched the Canadian Labour Force Development Board (CLFDB) and attempted to establish a network of provincial and local level boards. Quebec established the Société québecoise de la développement de la main-d'oeuvre in the early 1990s; this was replaced in the late 1990s by Emploi-Québec and the regional employment and development centres, Centre local d'emploi (CLE) and Centre local de développement (CLD), along with sectoral training committees and regional committees. In addition, the provincial Comité national des programmes d'études professionnelles et techniques (CNPEPT) was created to monitor the development of vocational and technical education programs and their implementation throughout the province. Ontario developed the Ontario Training and Adjustment Board with sectoral training committees and regional committees. HRDC also funded the development of sector councils during these years: sector councils have proved to be very effective in strengthening the human resource development capacity of some sectors, and they have been active in developing standards, training, labour market information and career information.

Definition of adult learners

There is a lack of an agreed definition of adult learning or of an adult learner across jurisdictions, and frequently within jurisdictions. Most definitions are essentially administrative, and designed to specify eligibility for particular programs such as training for unemployed workers, or to assign individuals to specific education levels and systems (post-secondary education versus high school education). The definitions typically combine age and the number of years since leaving school. In the Canada Student Loans Program, applicants are considered financially independent of their parents when they reach a certain age, or have spent a specified number of years out of school.

Defining adults as those 25 to 64 years of age (as the OECD does) creates some problems since so many young people are now pursuing post-secondary education and graduate studies. Although the results of the School Leavers Follow-up Survey show that many youth (particularly those pursuing college diploma programs and trade vocational courses) complete their first degree/diploma/certificate before they reach 25 years of age, some continue their studies afterwards. And data from the National Graduates Survey show that 43% of university graduates in 1995 (45% of bachelor's, 30% of master's and 15% of doctorate graduates) had taken an additional qualification some 2 years later (i.e. by June 1997). Thus some individuals make the transition from initial education to work in their mid- to late- twenties; as a result, the eligibility for certain programs under the Youth Initiatives Program has been extended to 29 years of age. However, many others finish their initial education by their mid-twenties, or they switch to part-time studies; and many enter college or university after being out of school for some years.

VI.2 Learning Pathways and Transparent Learning Outcomes

In Canada, initial education is conducted largely in public educational institutions (although significant numbers of students attend private elementary and secondary schools in Quebec), and this usually leads to an outcome in the form of a credential (diploma, degree, or certificate). However, the transitions and pathways through the public system are neither well understood nor well documented.

The Council of Ministers of Education Canada (CMEC) is undertaking studies of the following transitions and pathways:

- The transition from compulsory education (Kindergarten to Grade 12), to the first post-secondary level (college, university, or an equivalent program);
- The transition through post-secondary education;
- The transition from a post-secondary program to work; and
- In a separate study, the transition among post-secondary education programs and providers.

These studies form only part of formal adult learning: employers, commercial institutions and other organizations (including non-profit organizations and producers and suppliers of equipment) provide about two-thirds of job-related adult education and training (as defined by the AETS). In addition, learning pathways become even more complicated when informal learning is included.

CMEC has also funded a series of challenge papers and held a workshop to discuss them. The following enhancements (suggested in the roundtable discussions at that workshop) would likely make current systems more learner-friendly:

- Better labour market information (LMI) on learning opportunities and skills needs;
- Mentoring and counselling;
- Improved credit and skills recognition;
- Occupational and skill standards;
- Greater cohesion in teaching styles and learning environments;
- Better data and research on learning pathways; and
- Learner preparedness.

The discussion in the text and in Appendices I and II of this Report show that governments in Canada have recognized the importance of enhanced LMI: LMI is one of the strategic elements in the Skills Agenda (see Appendix II of this Report for details) discussed by the Forum of Labour Market Ministers (FLMM). Recognition of the importance of LMI is not new: it formed an element in the active manpower policies adopted by OECD members in the 1960s. In Canada, LMI was one of the initial services of the National Employment Service when it was created. But LMI is now becoming a preferred means of assistance to individuals because of the growing complexity of the job market, and because of the importance of policies that place greater responsibility on individuals for job search and for assessing

learning needs. Moreover, developments in Information Technology (IT) have led to more innovative and highly cost effective applications of LMI.

As pointed out by the OECD, greater transparency of learning outcomes (acquired formally and informally) would tend to encourage optimal levels of adult learning. Two important components of transparency are the development of occupational and skills standards and Prior Learning Assessment and Recognition (PLAR). Provincial/territorial and federal initiatives in these areas are outlined in Chapter I and in Appendices I and II in this Report. With few exceptions, occupational skills standards and certification practices fall under the jurisdiction of provinces and territories: provincial/territorial legislation (such as apprenticeship acts and acts defining professional licensure) establishes or enables an agency to set standards.

The development of occupational and skills standards usually involves the cooperation of employers or employer groups, workers, government, training providers and, increasingly, equity groups. Employers support occupational standards because they believe that standards will ensure that training institutions teach the required skills, and hence that this will result in a pool of suitably qualified workers. Occupational standards also make it easier for employers to assess the skills and competencies of job applicants; and they are likely to lead to improved product quality and public and worker safety. The development of national occupational skills standards has been one of the most important activities of the sector councils in Canada: this suggests that the private sector is interested and committed to the development of standards.

Differences in occupational and skills standards across provinces and territories tend to impede worker mobility, so that national standards may also facilitate the mobility of workers. Under the Labour Mobility Chapter of the Agreement on Internal Trade, governments have agreed that the qualifications of workers from one part of the country must be recognized in another, and that differences that impede mobility must be removed or accommodated. For many years, the Canadian Council of Directors of Apprenticeship has promoted the use of common provincial standards for the apprenticed trades.

Differences among learning providers may also restrict mobility. CMEC has been working with its partners on an action plan to increase accessibility, equity, and mobility for post-secondary students. The Pan-Canadian Protocol on the Transferability of University Credits provides for the transfer of first and second year courses. The articulation of college and university programs would also allow college students to receive credit for their courses if they wanted to transfer to a university. This practice is quite common in Western Canada; but in other parts of the country it is restricted to relatively few programs.

The recognition of post-secondary credits and the articulation of college and university programs are clearly important advances. However, learning acquired through other providers and through less formal channels also needs to be recognized. Properly designed PLAR practices encompass all experiential learning, including the knowledge and skills acquired from non-accredited courses and programs. PLAR should be defined in terms of what individuals have learned and their competencies, and not simply on the basis of the length of time they have worked or the type of work experience they have had. The methods of assessment used for PLAR in Canada include the following: standardized tests; review of transcripts, licences and certificates, demonstration methods; performance observation; oral exam and discussion; skills demonstration; product assessment; and program review (i.e. comparison of private-sector sponsored training programs with those offered by an educational institution).

As indicated in Appendix I of this Report, several provinces have adopted formal guidelines and policies on PLAR. In some provinces/territories, the responsibility for PLAR rests with educational institutions; in others, it rests with ministries or departments; but a few jurisdictions have no policy on PLAR. Province-wide implementation of PLAR at the college level is in place in Quebec, Ontario, New

Brunswick, British Columbia and Newfoundland, and pilot projects are underway in several community colleges in Manitoba and Alberta. The use of PLAR is not common at the university level, but interest is growing in Ontario, British Columbia, Newfoundland and the Northwest Territories.

In the apprenticed trades, there has been a greater effort to integrate and link apprenticeship with the larger education system. PLAR, Apprenticeship Program Accreditation and processes for establishing equivalency to prescribed academic entrance standards have been implemented in all jurisdictions.

A range of companies, including those in the automobile manufacturing, telecommunications, retail and petroleum refining industries, is involved in PLAR projects. And the Canadian Steel and Employment Trades Congress and the Logistics Sector Council have implemented training programs with a PLAR component.

VI.3 Incentives and motivations

Gaps in labour market programs

In a survey of senior officials in provincial/territorial governments and in the regional offices of HRDC conducted in 1999, information was collected about the groups that seem to be most in need of assistance, and that seem to have the greatest difficulty qualifying for active labour market programs and services. Those that seemed to have the greatest difficulty in finding and keeping appropriate employment were the long-term unemployed, youth, persons with disabilities, and aboriginal persons. The analysis in the report presented to FLMM did not include responses from the governments of Quebec and Ontario; however Ontario has identified immigrants as the group most requiring service. The interviews and survey of provinces/territories conducted as part of this Report confirm this finding.

The groups identified in the report presented to FLMM share a number of characteristics that may prevent individuals from obtaining and keeping employment. The main problems seem to be lack of basic education and job skills; but personal characteristics, such as disabilities and language, may also create important barriers.

The results of the survey also suggest that training capacity and limited resources constitute important barriers. Major program gaps include programs for basic skills training and for training employed workers.

Targeted Programs

Programs targeted to special population groups are common at both the federal and provincial/territorial levels. These have taken two forms: the first includes setting targets and creating special measures to increase the participation of specific groups in regular programs; in the second, courses and programs are designed specifically for particular groups.

Targets and special measures can be instituted by reserving a certain proportion of seats for particular groups or by introducing special measures such as educational upgrading. As an example, special measures have been used to attract more women into specific programs such as apprenticed trades and applied technologies, engineering and science. In the Canada Manpower Industrial Training Program (CMITP), the percentage of reimbursement for training costs varied by category of training, and the unemployed and special-needs clients received the highest levels of reimbursement.

Courses and programs are frequently specifically designed to meet the needs of groups such as aboriginals, social assistance recipients, persons with disabilities, and at-risk youth. In the case of aboriginals, the province of Ontario has instituted dedicated training centres.

As program evaluation studies have shown, a major advantage of programs for particular groups is that specific measures or combinations of measures may be better than standard programs for some groups and in some circumstances. For example, employment and adjustment services requiring active client involvement may be more effective than skills development programs for promoting the re-employment of older workers. At the same time, there is some risk in a targeted approach since some groups and individuals may fall between the cracks.

A New Approach to Adult Learners

The new arrangements for employment benefits under the LMDAs include fundamental changes in the role of the client. Prospective trainees must often prepare (with the assistance of a consultant or employment counsellor) a return-to-work plan; and they must choose (from a bundle of possible employment services) the services that best suit their needs and the needs of the local economy. In the case of Skills Development, this includes finding a training provider and negotiating a price: local approval is contingent upon the availability of funds, the appropriateness of the training, and whether or not the training matches the skill needs of the economy. The use of loans or repayable grants is intended to encourage some trainees to bear part of the training costs.

The role of the adult learner under Skills Development has become much closer to that of other learners, and particularly to those in the post-secondary sector. Because of the range of adult learning courses, programs and providers, and because of less reliance on intermediaries (such as the employment counsellor), clients must now have the motivation and skills required to access good information on available courses and on skills trends.

Training Incentives

Several questions are appropriate in designing government interventions to encourage adult training and to foster equitable access to training: Who makes training decisions? Should incentives be targeted to individuals or to employers, or should they be targeted to providers? How do institutions (particularly publicly-supported institutions) allocate seats if there are too many qualified applicants? How do institutions ensure equitable access for target groups?

Governments attempt to influence (through the funding of institutions and incentives to individuals and employers) how much training is provided, who is trained, and to a somewhat lesser extent, the type of training provided. Governments also have the means to influence the quality and content of training programs through the accreditation of courses and programs, the licensing of schools, the use of occupational standards and licensing, curriculum development and credentials recognition; however, the responsibilities for these areas are often delegated to institutions, professional associations or boards.

Governments in Canada are not generally overly prescriptive about field of study choices or course selection in the public system, particularly in the universities and colleges. However, the availability of adult education courses and programs in public institutions, especially in vocational training and in applied technologies, is based to varying degrees on an assessment of employer needs and labour market demand: these factors are generally taken into consideration in selecting courses or programs to be funded. Individuals must also satisfy the established course prerequisites and admission standards set by institutions.

The analysis in this Report shows that the principal instruments used by the federal government to fund education and training (loans, grants and tax incentives) have generally been targeted to individuals rather than to employers. However, since the withdrawal by the federal government from the course purchase arrangements, federal support for employer training has been increasing: but it now focuses on process, promotion and capacity building through sector councils, rather than on direct training incentives. The preferred tools are LMI, the development of occupational standards, PLAR, research, fostering business/education partnerships, and pilot and demonstration projects.

Most provinces/territories also provide some financial and non-financial support for employers to train employees. This is generally available to employers in particular sectors, for skills upgrading, or for the employment of recipients of social assistance.

The Adult Education and Training Survey (AETS) provides some data on the sponsorship of formal education and training for adults. However, the AETS is a household survey, and it is not clear that the data can be used provide a good estimate of the proportion of support provided by governments. For example, it is unlikely that respondents would realize that federal and provincial funds for post-secondary institutions form a component of government support, or that tuition fees often cover only a small share of the actual cost of their education and training. In addition, respondents may not be aware of the existence of government support provided indirectly through employers.

Nevertheless, data from the AETS provide some useful insights into the relative roles of individuals and employers. Data from the 1998 AETS (see Chapter IV of this Report) show that employers sponsored 53% of education and training courses: and they were the only source of financial support for 40% of education and training courses. Employers are generally more inclined to support specific rather than general or academic education or training.

Data are also available in the AETS on who suggested the training. The results (at least for employer-sponsored training) tend to confirm the old adage that 'He who pays the piper calls the tune'. Not surprisingly, employers suggested the training for most employer-supported courses; but about 40% of courses were undertaken because of a suggestion or joint decision with others. By contrast, decisions about programs are based mainly on the choice and initiative of individuals.

Do employers invest enough in training?

There has been some concern in Canada that employers do not provide enough training. As a result, the Labour Force Development Strategy (1989) focused on establishing greater private sector participation in and responsibility for training. The policy debate at the time dealt mainly with questions of how much employers spent. Some argued that the private sector in Canada invested only about half as much (relatively) as that in the US: the argument was based on comparisons between results from the Human Resource Development and Training Survey conducted in Canada and from a similar survey in the US conducted by Lakewood Research. However, there were no really convincing arguments that the investment by the private sector was too little: at that time researchers did not have the information required to resolve the issue.

The human capital literature on training includes many reasons that explain why private markets may fail to yield a socially optimal level of training. Externalities, such as third party benefits and spill-over effects, are often used to explain socially sub-optimal investments. Workers may under-invest in general skills because of financial barriers (such as the failure of banks to loan money on the basis of future earnings). In the case of both firms and individuals, imperfect knowledge of the costs and benefits of learning could result non-optimal investments.

The work of Lowenstein in the US and limited evidence in Canada show that when increases in workers wages are taken as a measure of increased productivity, improvements in formal training result in a relatively high rate-of-return. But if the returns are so high, why do employers not provide more training? One reason is that wage gains may reflect the benefits to workers, but not to employers.

The American Society for Training and Development (ASTD) suggests that firms do not invest sufficiently in learning because of lack of information on the benefits of training. According to ASTD, companies still know little about how to invest effectively in human capital. Investments such as training and development are difficult to measure and evaluate, and they are therefore often treated simply as costs on the corporate balance sheet. ASTD is therefore promoting the use of rate-of-return analysis to assess training investments. However, Canadian experience in the collection of data on training expenditures in industry suggests that most firms do not have the systems for keeping the records required for this type of analysis.

Information on the social benefits and costs of industry training, as well as on the macroeconomic and broader social impacts (such as the achievement of the policy goals of growth and social equity), is also required for effective policy-making. Recent surveys of industry training in Canada provide interesting insights on how training is related with organizational change, innovation, globalization and technological change, and on how learning is combined with other workplace practices and corporate strategies. These are all important aspects of the social and economic costs of industry training. However, they do not directly address the issue of whether or not firms are investing wisely in learning: this issue may need to be addressed using analytical methods other than survey analysis.

Learning and Social Inclusion

The discussion in Chapter IV of this Report suggests that adults with higher levels of education, greater levels of functional literacy, and higher incomes are more likely to participate in formal learning. In addition, participation in formal learning appears to fall rapidly after 55 years of age (some care must be taken in interpreting these statistics since older Canadians tend to be less educated than younger Canadians). Thus it appears that formal adult learning tends to increase the gap between the less educated and the highly educated.

Policy makers have expressed concern that many low skilled workers will be unable to compete in the changing workplace in the future. Despite some controversy about the precise effects of technological change on skills, it is clear that in countries such as Canada the occupational composition of the labour force is shifting towards more highly skilled occupations requiring higher levels of education. The factors contributing to this change include globalization, the emergence of the knowledge economy, the impact of new technologies (particularly information and communication technologies), and fundamental changes in the way that work is organized. Another trend affecting the skill requirements of workers is the emergence of new forms of workplace organization, with a shift towards more flexible and innovative approaches to work organization and to human resource management practices. These trends have profound effects on the types of skills required (such as teamwork and problem solving), and on worker traits such as flexibility and adaptability.

Similar changes are occurring on the supply side with the transition to what may be described as high education societies: this is demonstrated by the substantial and growing investments in initial education in OECD countries. Individuals entering the labour market now are much more highly educated than those in previous generations. It is not clear if the increase in educated workers is greater than the increase in jobs requiring highly educated workers; but there is still a fundamental question about the impact of these changes on workers with low levels of education and low levels of literacy.

Despite the extensive discussion about 'lifelong learning' and the 'learning society', many Canadians are still not convinced that they need to further their education. Data in Chapter 2 of this Report indicate that 63% of Canadians took no formal education or training during 1997 and did not even contemplate doing so. And according to data from NALLS, 35% of adults report that they see no need for further education.

Part of the explanation for the apparent lack of interest in adult learning by so many workers may be due in part to the type of jobs available: many jobs do not require highly skilled or highly educated workers. Moreover, Livingstone and others argue that there is substantial and widespread underemployment in the Canadian workforce. This finding is based on three measures of underemployment: on workers perceptions of how well qualified they are for their jobs; on a comparison of the education of workers and the entry requirements for jobs; and on a comparison of the skill requirements of jobs and the qualifications of workers, based on General Educational Development (GED) and Specific Vocational Preparation (SVP). Krahn and Lowe arrive at a similar conclusion using data from IALS: these data show that many workers do not adequately use their current literacy skills in their jobs.

The measurement of underemployment can be criticized for a number of reasons. For example: comparisons between workers and jobs on the basis of level of education are hazardous since a given level of education does not guarantee the existence of particular competences; education levels are not a perfect proxy for skill (this is demonstrated by the variation in literacy levels within education levels); measures of educational attainment are somewhat static in that they do not allow for depreciation or appreciation of skills; and jobs often require specific skill sets that are not measured by level of education or by SVP. However, as data from IALS on the use of skills suggest, many workplaces and jobs do not provide sufficient challenge for workers to maintain their existing skills; and there is little incentive to acquire new skills.

Demand side issues related to skills (for example, job quality) are apparently not being discussed among federal and provincial governments. Should governments be concerned by the apparent shift in industry away from the deskilling approach to work organization adopted in an earlier industrial age (Fordism and Taylorism), and towards more flexible approaches to work organization?

There is more reason to be optimistic on the supply side. As suggested in Chapter IV of this Report, the outcomes of government training programs in Canada (particularly classroom training) have been generally positive. Furthermore, program designers and policy makers have access to a wealth of accumulated knowledge on what works and for whom.

VI.4 Knowledge Gaps in Adult Learning

This section provides a summary of the major knowledge gaps in adult education and training in Canada. The summary is based on several sources of information: the knowledge of the project team, which included recognized experts on different aspects of adult education and training; interviews, which provided many insights into the information needs of policy makers and program administrators; and a conference on information gaps in adult education and training (conducted by HRDC in February 2001) attended by experts from Canada and abroad.

The discussion here focuses mainly on the knowledge gaps, but it also includes suggestions about the means and approaches for meeting information needs. Some of the many approaches (surveys, case studies, administrative data, quasi-experiments and experiments) work better than others in some instances. The appropriate approach depends on the type of information to be collected: it should be selected with great care, and only after a thorough review of the options. Thus the suggestions outlined below are intended only to illustrate the possible approaches, rather than to identify specific recommendations.

Many information needs can be met by exploiting existing sources of information such as the AETS. In addition, the distribution of existing information can also be improved: for example, it became clear at a recent meeting of the Forum on Policy Research that the generally positive results of recent evaluation studies of adult training programs are not widely known. Better dissemination of available information would therefore likely lead to wider use.

Learning Pathways

The analysis in this Report suggests that there is a lack of data on education transitions and lifelong learning pathways, and on the factors that influence them. Data from the AETS provide only cross-sectional data on formal adult learning: while such data are useful for measuring the level of participation, they are not useful for studying access for individuals in different population groups.

Some existing surveys include longitudinal information, but they cover only a small part of the working lifetime of individuals. For example, the School Leavers Follow-up Survey provides longitudinal data on the initial transitions from high school to post-secondary education; similarly, the National Graduates Survey provides data on the flows of graduates into employment and into further studies, 2 and 5 years after graduation. The Youth in Transition Survey (which is a relatively recent survey) will provide longitudinal data on learning pathways and on the transitions from formal education; but data on the pathways of adult learners will not be available for some time.

Data systems based on student records in university, college and trades vocational institutes provide a useful source of longitudinal data, and Statistics Canada is in the process of linking these records. Initially the linked database will include only students in public institutions; but the inclusion of commercial colleges and non-traditional providers is being considered.

It may also be possible to modify other longitudinal surveys so that they can be used to analyze the benefits and costs of adult education and training programs. For example, one possibility is to add a module of training questions to the Survey of Labour and Income Dynamics (SLID). This may provide a

cost-effective way of modifying this rich database so that the effects of training on earnings can be examined.

Informal Learning

There is a broad consensus that policy makers need data on informal learning for proper decision-making. However it is also clear that, from a policy research perspective, the definition and measurement of informal learning presents numerous challenges. The main difficulty is that it is not easy to distinguish between informal learning that is conscious in nature and has clearly defined goals, and informal learning that is entirely incidental to ongoing activities in the workplace and elsewhere. From a rate-of-return perspective, it is difficult to measure the training costs and opportunity costs of investment in informal learning that is incidental.

Another challenge from the perspective of a policy researcher is to determine what can be done to increase informal learning. Is informal learning a substitute or a complement for formal learning? As an example, if workers could learn the same or similar skills and knowledge through informal learning in one firm and through formal learning in another, then informal learning and formal learning could be considered to be substitutes. However, if informal learning and formal learning were complements, then firms that provide formal training would also tend to provide informal training.

Barriers and motivations that affect learning

Policy researchers need better information and analysis on the barriers that affect learning. These include: situational barriers (which arise from the situation in an individual's life, such as lack of time due to work or family-related responsibilities); institutional barriers (which arise from institutional practices and procedures such as course fees and location); and dispositional barriers (which arise from an individual's attitudes and disposition to learning).

Some research on barriers can be undertaken with the existing AETS. For example, the AETS includes time-series data that could allow researchers to explore the impact of economic circumstances on the level and distribution of formal training. However, little information is collected in the AETS on individuals who do not take training and on dispositional barriers.

More detailed research is also required on the personal motivation for training, especially on the part of apparently under-serviced groups such as the poor and long-term unemployed. Barriers and motivations may also be an appropriate subject for a social experiment.

Learning Outcomes

The private rate-of-return to investments in education is generally well understood and well documented. However, it is more difficult to estimate the rate-of-return for employers because of the lack of reliable data on direct and indirect training expenditures, and because of detailed data on improvements in worker productivity (the wages of workers are not a good proxy for the productivity gains to employers).

Another crucial knowledge gap is the lack of data on social costs and benefits. The argument for government intervention implies that detailed information on the private and social costs and benefits (and hence rates-of-return) of adult education and training is available. This is not the case in Canada: there are

no recent evaluation studies that provide estimates of the private or social rates-of-return on public training programs.

Evaluation studies of government training programs should include detailed information on all the benefits and costs of a training program. Pre-program and post-program data for trainees and for a comparison group are also necessary to identify the benefits attributable to the program. Private benefits are measured by the gains in after-tax earnings, while social benefits are measured by the gains in before-tax earnings: hence, pre-program and post-program earnings data should be gathered both on a before-tax and after-tax basis. Data on the private and social costs of the program are also necessary: The indirect costs of program participation (in terms of foregone earnings) may be estimated from the earnings of a comparison group during the program period.

However, calculating rates-of-return is not enough: policy makers also need to know what factors affect the rates-of-return, and how government policies and programs can be used to ensure that participants gain the benefits associated with investments in adult learning. A supportive infrastructure would include a nationally accepted system of credentials recognition, or an inter-provincial and inter-institutional system of credit accumulation and transfer. In addition, aggregate information alone is not sufficient for proper analysis: the information and analysis must reflect the heterogeneous nature of adult learning systems, of adult learners, and of the adult learning process itself. This includes the skill and learning needs/outcomes of population sub-groups, such as people with disabilities, immigrants, the long-term unemployed, and individuals re-entering the labour market after a period of absence.

In addition to improvements in program evaluation, there is a strong argument for the selective use of social experiments such as those conducted by the Social Research Demonstration Corporation. However experiments should be reserved for strategic situations in which evaluation studies using non-experimental data fail to reach a consensus, or in which a major program initiative is under serious consideration. The benefits of experiments include providing clear and credible answers to important policy questions, such as the private and social rates-of-return to a specific training program or funding mechanism. In particular, experiments are designed to answer specific questions and, as such, have clearly defined research objectives.

GLOSSARY

Accreditation	Process for recognizing a training institution, a program of study or a service, which meets pre-determined standards.
Adult education/training	Educational/training processes followed by adult learners, whatever the content, level and method of instruction.
Adult learner	Individuals above a given age, or who have been out of the regular school/college/university system for a minimum length of time.
Apprenticeship	A specified term of substantially on-the-job supervised training during which the apprentice works under supervision of a qualified tradesperson, and learns the knowledge, skills, tools, and materials of the trade, occupation, or craft. Apprenticeship may be regulated by statutory law or custom according to an oral or written contract, which imposes mutual obligations on the two parties concerned. Occupations or trades subject to regulation may require a term of apprenticeship as a condition for application for licence.
Assessment	The process of reviewing and evaluating credentials and other forms of qualifications as well as competencies, for the purpose of determining whether or not an applicant has fulfilled entry requirements for educational or occupational purposes, and which can include testing or examinations.

Basic skills	Basic skills are skills that provide the foundation for learning other, more specific, occupational skills. The way in which new skills are taught often assumes competence in such skills as reading, writing and problem solving, for example. Basic skills may also be viewed as "enabling" skills; they enable an individual to perform the tasks required in the job, though they are not necessarily "the job". (See also Essential Skills)
Certificate	The document attesting to the completion of courses of formal, academic, or practical training and education, or to competencies as demonstrated through practice and examination, as well as a commitment to professional values. May also qualify its holder for entry into the occupation requiring the certificate.
Certification	The issuance of a formal document recognizing that a person has attained a standard of proficiency in a set of skills, knowledge, and abilities in a designated trade or occupation.
Commercial school	These are private schools licensed or registered by a province, which provide professional and vocational training for profit.
Community colleges	Post-secondary non-degree granting institutions, such as colleges of applied arts and technology in Ontario, general and vocational colleges (collèges d'enseignement général et professionel, or CÉGÉP in Québec), and technical institutes or other institutions that provide specialized training in some fields. Enrolment in these programs normally requires successful completion of secondary school.
Competency	The ability to perform a task, or to demonstrate the possession of a skill, according to specified standards.
Competence-based-modules	Discrete sets of associated task-based skills and knowledge that, in combination, make up the performance requirements of an occupation, profession, or trade. Used for training and evaluation purposes.

Course	A training or education event that attends to one specific area of study. It may be part of a larger program of study that is leading to a certificate, diploma or degree or it may represent a complete learning event on its own.(i.e. second language).
Credential	Documented evidence of competency based on completion of a recognized program of study or training, apprenticeship, work experience, or prior learning assessment.
Credit	A credential indicating formal completion of a unit of study or training as documented in an academic record; credential indicating a defined competency has been established through prior learning assessment.
Curriculum	List of subjects composing a structured training and/or education program "organized into a course, courses, or work experiences which develop the knowledge, skills, and abilities of learners." The curriculum has an implicit or explicit set of goals and objectives with respect to learning outcomes.
Designated trades	Each province and territory has the responsibility for apprenticeship training. The legislation permits each jurisdiction to designate occupations for apprenticeship. Designated trades are governed by regulations under the Provincial and Territorial Apprenticeship Acts. These regulations outline the standards and conditions of training for specific trades (e.g. methods of registering apprentices, curriculum, accreditation, certification).
Education	Any activities whose purpose is to develop the knowledge, moral values and understanding required in all walks of life rather than to only the knowledge and skills relating to a limited field of activity. In Quebec, it is an activity consisting of giving a value to the results from a measurement established by comparing them to a criterion or to a standard.

Equivalency	The relationship of parity between one jurisdiction or institution and another with respect to the value and significance of diplomas, certificates, licences, and/or degrees. Ideal relationships of parity are reciprocal, and generally speaking require an exact match in functions and general level of academic qualifications or other types of formal training. The granting of equivalency indicates that in principle the holder of the diploma, certificate, licence, or degree has the same educational and occupational access as an individual holding an "equivalent" diploma, certificate, licence or degree from outside the jurisdiction.

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Essential skills	Essential skills (sometimes called basic skills) are enabling skills that help people perform the tasks required by their occupation, provide workers with a foundation to learn skills that are occupation-specific and enhance people's ability to adapt to workplace change.
Field of study	The specific subject area of the program of studies (e.g. medicine, economics, architecture, social work).
Formal education	Education which is formally structured and sequentially organized, in which learners follow a program of study planned and directed by a teacher and generally leading to some formal recognition of educational performance.
Formal training	Structured and organized training that is provided at work or in an establishment designed or designated specifically for training and staffed for that purpose. It includes basic training given in specially equipped workshops, simulated training, any formal training offered throughout an apprenticeship program, and any structured training program offered by employers.
Functionally illiterate	The inability to read or write well enough to carry out everyday tasks.
Informal education	Education that is not formal.
Job-related education or training	Refers to any education or training activities taken for the development or upgrading of skills to be used in a present or future career/employment position.
Licence	Document entitling its holder to practice a trade or profession, and signifying that the licence-holder meets competency and other requirements for practice. Although generally used within a regulatory system prohibiting practice without a licence, there are occupations for which a licence can be obtained but is not required.

Lifelong education	The concept that education is a process that continues throughout the entire life cycle and responds to different requirements throughout the working and life cycles, and not a once-and-for-all experience confined to the initial cycle of full-time formal education commenced in childhood
Literacy	The ability to understand and employ printed information in daily activities, at home, at work and in the community, to achieve one's goals and to develop one's knowledge and potential.
Method of instruction	Refers to the techniques used to meet the objectives of the course or program. Possible methods are classroom instruction, seminars, workshops, educational software, radio or television broadcasting, audio-video cassettes, tapes or disks, reading material and on-the-job training. the like, which receive no public funding.
Modular learning methods	Learning methods organized in units or discrete sections.
Occupational skills standards	Skills benchmarks for measuring the requirements of occupations.
Portability	The condition of transferability and recognition of a credential between one jurisdiction or institution and another.
Postsecondary education	Refers to the kind of education generally obtained in community colleges or universities.
Prior Learning Assessment and Recognition (PLAR)	Prior Learning Assessment and Recognition involves the identification, documentation, assessment and recognition of competencies (skills, knowledge and abilities) that have been acquired through many means of formal or informal learning, e.g. work experience, training, independent study, volunteer activity, travel or hobbies.
Public sector education or training	Refers to the education and training taken in educational institutions which come under the jurisdiction of Provincial Ministries of Education (elementary/secondary schools, universities and colleges, apprenticeship and trade/vocational programs, which are authorized and legislated by Provincial governments), or the education and training taken in other institutions but funded by a public body

Private sector education or training	Education/training provided by institutions outside the jurisdiction of a Provincial Ministry of Education.
Recognition	Acknowledgement and/or acceptance of prior academic, professional or vocational training, work experience, or credentials, and the granting of full or partial credit for it with respect to entry into an academic institution, trade, or profession.
Recognition of foreign credential	Establishing the equivalency between an educational qualification/credential obtained outside Canada, and inside Canada.
Red Seal Trades	Trades for which common interprovincial standards have been established, allowing opportunity of portability of credentials as related to the designated trades. These trades are designated by the Interprovincial Standards Program under the authority of the Canadian Council of Directors of Apprenticeship, the body which is also responsible for setting standards in the trades.
Standard setting	The process of identifying the pertinent tasks, knowledge and/or skills within an occupation, profession, trade, sub-specialty, etc., and establishing the required achievement levels in performance of those tasks.
Trade/vocational training or education	Activities and programs that provide the skills needed to function in a particular vocation. These programs emphasize manipulative skills and well-defined or well-established procedures, rather than the application of ideas and principles.
Training	The systematic development of the attitudes, knowledge and skill patterns of an individual in order that he/she may perform a specific task at a particular level of competence.

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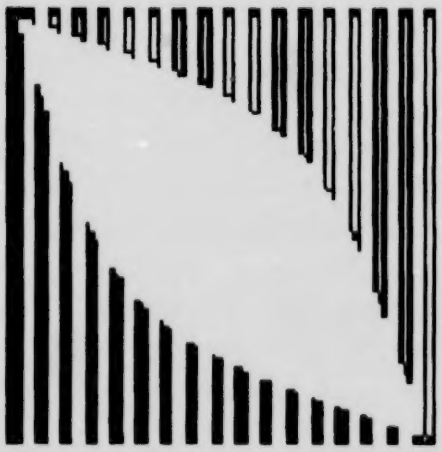
THEMATIC REVIEW ON ADULT LEARNING



CANADA

BACKGROUND REPORT - Appendices

July 2002

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APPENDIX I: PROVINCIAL/TERRITORIAL PROGRAMS IN ADULT LEARNING

Introduction

The information in this appendix was obtained from a questionnaire sent to one ministry or department in every province and territory. The particular ministry or department was identified by the Council of Ministers of Education Canada (CMEC) as a focal point for distributing the questionnaires and for coordinating the responses from that jurisdiction. In some provinces, the responses were provided using one questionnaire; in others, different ministries or departments completed separate questionnaires. The CMEC was particularly helpful in following up with the focal points to ensure that the completed questionnaires were returned.

The responses to the various questions vary considerably by ministry or department and by jurisdiction. This is not surprising given the considerable diversity in the social, economic and demographic structure among jurisdictions. Some provinces (such as Quebec and Ontario) have a relatively large population and a strong industrial base; others (such as Saskatchewan) have a relatively small population and are highly dependent on primary industries. In some jurisdictions (such as the Northwest Territories) the population consists of mainly Native peoples, and they are distributed over a vast area. There are also significant differences in the educational system in the various jurisdictions: these reflect differences in the influence of factors such as the population composition and the historical development of each jurisdiction. It is therefore to be expected that the adult education and training policies and programs in different jurisdictions will reflect their diversity and different priorities.

This variation is confirmed in the completed questionnaires received from the various jurisdictions. Most of the information contained in the completed questionnaires is presented in full in this appendix. However, some information had to be excluded because of the length of the response.

Section A: Definition and Organization of Adult Education/Training

1. Official definition of an adult learner:

Most jurisdictions (Newfoundland and Labrador, Nova Scotia, New Brunswick, Ontario, Saskatchewan, Alberta and British Columbia) do not have an official definition of an adult learner. Only four (Prince Edward Island, Quebec, Manitoba and the Northwest Territories) indicate that they do.

2. Criteria used to characterize adult learners:

Age and time since leaving the regular school system are the main criteria used to define adult learners; but these criteria are applied differently in different jurisdictions, ministries and programs. In some jurisdictions, some individuals who qualify for assistance under special programs, such as income support, are older workers and hence may be considered to be adult learners.

While the province of Newfoundland and Labrador does not use a definition of adult learner in association with ongoing program delivery, people 19 and over who have been out of the high school system for one year and require high school equivalency training are encouraged to pursue training through post-secondary institutions rather than through high school.

In Prince Edward Island, an adult learner is defined as any person 18 years of age or older, or out of the public system for at least one year; college prep participants must be EI eligible.

In Nova Scotia, the definition of an adult learner differs by program: eligible learners in Community-Based Literacy Programs must be at least 16 and out of school; eligible applicants in the General Educational Development Program must be at least 19 and out of school for one year; and individuals in Rehabilitation Programs and Services must be over the age of 16, enrolled in Post-Public Education, have a documented disability, and be a resident of Nova Scotia. Mature students in Nova Scotia Community College must be at least 21 years of age and out of school for at least one year.

New Brunswick characterizes all individuals not covered under the Schools Act (i.e. beyond the official school leaving age of 16) as adult learners.

In Quebec, an adult learner at the secondary level is defined as an individual who is 16 years of age on September 30 of the current school year. Adult education is defined as education intended for any person who has quit school at a given time. It refers to the overall formal or other learning activities through which individuals develop their skills, acquire, enrich and improve their knowledge and professional qualifications with respect to their own needs and those of society.

In Ontario, the Ministry of Training Colleges and Universities defines adult differently depending on the program or service being offered. In the Workplace Preparation Branch, the Literacy and Basic Skills Program defines adults as those aged 19 or over and out of school. The Job Connect program defines 16 to 24 year olds as youth and adults as being 25 years of age and over. In the Post Secondary Division, it is generally understood that an adult learner is at least 19 years of age and refers to those attending college after a prolonged absence from an educational institution; and universities typically define "adult" or "mature" students as individuals who are at least 21 years of age and have not attended an educational institution on a full-time basis for two years prior to admission.

The Ministry of Education in Ontario bases its definition on an individual's eligibility under the Education Act (1999) to participate in a continuing education course or class. This applies to persons who attended secondary school for seven or more years but not for four or more years after turning 16, and a person for whom funding has been calculated in accordance with regulations relating to a continuing education course or class (pupils age 21 or over). The Independent Learning Centre in the same ministry classifies adults as those over 19, or as those over 16 and under 19 and not enrolled in a secondary school.

Manitoba typically defines an adult learner as being 19 years of age or older and out of school for at least one year.

In Saskatchewan, the Ministry of Post-Secondary Education and Skills Training uses different criteria for defining adults. Adults include: those 18 or older and out of school for one year, and those 19 or older whose peer class has graduated from Grade 12. The Ministry also sets criteria based on income for the unemployed on social assistance.

In Alberta Learning, different criteria are used across the Ministry of Learning regarding adult learners. The School Act mandates public funding for basic learning for all persons under 19 years of age: those enrolled in basic learning above that age would be considered adult learners. In the post-secondary sector, institutions determine entry criteria; age is generally not a factor, but most post-secondary attendees are considered to be adult learners.

In British Columbia, the Ministry of Education provides funding assistance for adult learners who are 19 years of age or over and have not graduated from secondary school. Forest Renewal BC provides assistance for retraining to eligible long-term forestry workers who are displaced from employment (who

would likely be older workers). The Ministry of Social Development & Economic Security characterizes adults generally as persons not in school, or 19 years of age and older, who are in receipt of income assistance.

The Northwest Territories defines adult learners as aged 17 and out of school for one year.

3. Ministries/departments or agencies involved in adult education/training:

In most jurisdictions, many ministries/departments are involved in adult education/training. In addition, the federal department of Human Resources Development Canada plays an important role in adult education/training in all provinces/territories.

In Newfoundland and Labrador, the Department of Education, the Department of Human Resources and Employment, and the Department of Development and Rural Renewal all play a role in the education of adult learners.

In Prince Edward Island, the Department of Education has the main responsibility for adult education. The Department of Development and the Department of Health and Social Services also provide funding, and some funding is also available under the Labour Market Development Agreement.

The Nova Scotia Community College offers adults certificate, diploma and advanced diploma programs in applied arts, apprenticeable trades, business, health, human services, technical and technology trades. The College de l'Acadie offers a variety of post-secondary training opportunities for Acadian and Francophone adults living in Nova Scotia. Private Career Colleges offer training for adults in a wide range of occupational fields including secretarial, paralegal, computer applications, business, cosmetology, hospitality, broadcasting, truck driving and many others. Community-Based Literacy Organizations provide an opportunity for adults with low levels of literacy to develop their skills to prepare for further education and training or work. Programming is offered through 4 levels which are approximately equivalent to Grades 1 - 12. Workplace programs provide many working adults with an opportunity to improve their essential skills (reading, writing, numeracy, communication, problem solving, team work, critical thinking, planning, organizing, decision making and basic technology) within the context of their work.

In New Brunswick, the Department of Education (Post-Secondary Affairs Branch) and the Department of Training and Employment Development (New Brunswick Community Colleges and Fisheries School) are involved in adult education/training.

In Quebec, many provincial ministries are involved in education and adult training. Obviously the ministère de l' Éducation (MEQ) has the key role. Because of its mission of manpower development the ministère de la Solidarité Sociale (MSS) is without question a major actor in adult education in Québec; first by its active employment measures, the MSS purchases educational services from the MEQ and from private training organisations, it offers vocational guidance services to adults and it provides income maintenance to those referred to training; it is also responsible for apprenticeship programs and skill development programs (regime de qualification) and it is responsible for the implementation of legislation promoting the development of manpower training sponsored by employers. In more or less important ways many other ministries are involved directly --- in organizing or in financing --- adult education in their respective field of activities: ministère de la Culture et des communications, ministère des Relations avec les citoyens et de l'Immigration, ministère de Agriculture, des Pêcheries et de l'Alimentation, ministère de la Sécurité publique, ministère de l' Environment et de la Faune, ministère de la Recherche, de la Science et de la Technologie and ministère de L'industrie et du Commerce, etc.

In Ontario, the Ministry of Training, Colleges and Universities, the Ministry of Education and the Ministry of Economic Development and Trade are involved in adult education/training. In the Ministry Of Training Colleges And Universities, the Workplace Preparation Branch (the Literacy And Basic Skills Program), the Workplace Support Services Branch (Apprenticeship and Client Services), the Labour Market Policy Planning And Research Branch, and the Post-secondary Education Division (Colleges Branch, Universities Branch and Student Support Branch) all have different responsibilities for adult education/training. In the Ministry of Education, the Secondary School Project and the Independent Learning Centre also have specific responsibilities. In the Ministry of Economic Development and Trade, the Strategic Skills Development Unit has responsibility for helping business and education and training institutions to create strategic skills essential for building business competitiveness through the Strategic Skills Investment program.

In Manitoba, the Ministry of Education and Training and the Ministry of Family Services and Housing (income support to eligible adults) are involved in adult education/training.

In Saskatchewan, the Department of Education, the Department of Post-Secondary Education and Skills Training, the Department of Social Services, the Department of Justice, and the Apprenticeship and Trade Certification Commission are all involved in adult education/training.

In Alberta, the Ministry of Learning, the Ministry of Human Resources and Employment, and the Ministry of Health and Wellness are all involved in adult learning.

In British Columbia, the Ministry of Education and the Ministry of Advanced Education, Training & Technology, the Industry Training & Apprenticeship Commission and the Ministry of Agriculture, Fisheries and Food all have responsibilities for adult education/training.

In the Northwest Territories, the Ministry of Education, Culture & Employment (through Aurora College), the Ministry of Health and Social Services, the Ministry of Justice, the Ministry of Municipal and Community Affairs, and the Workers' Compensation Board are involved in adult education/training.

*4. **Special bodies/committees to coordinate adult education/training:***

In some provinces/territories, no special bodies/committees have been created to coordinate adult education/training. However, in many provinces/territories, coordination takes place through the Labour Market Development Agreements with Human Resources Development Canada (HRDC).

In Prince Edward Island, the Literacy Initiatives Secretariat was formed to coordinate education for adults who have not completed high school.

Nova Scotia:

- The mandate of the newly established Federal-Provincial Literacy Committee will include coordinating pan-provincial inter-governmental literacy initiatives and activities under the literacy priority of the Federal/Provincial Agreement on Strategic Partnerships (SPA).

- The Labour Market Development Secretariat, which reports to the Minister of Education, was established by the government of Nova Scotia in 1997: it coordinates provincial activities related to administering and implementing *the Canada-Nova Scotia Agreement on a Framework for Strategic Partnerships*

- The federal-provincial Literacy Task Team, co-chaired by the Nova Scotia Department of Education and Human Resources Development Canada, is composed of departments interested in addressing literacy as a foundation of lifelong learning and labour market success.

- The role of the Information Economy Initiative (IEI) Council is to coordinate activities under the IEI, to ensure that commitments are fulfilled and accounted for, build linkages among initiatives within and outside the IEI and to maximize the benefit of Information Technology to the Nova Scotia economy and to the province as a whole.

In Quebec two special committees have been established: the Commission des partenaires du marché du travail (Commission of Labour Market Partners), which includes mainly non-governmental representatives from the following milieu: business, unions and community. By statute representatives from the institutional milieu include one from education. The Commission has a varied mandate. With respect to education, its mandate is to identify labour market needs and to assume its responsibilities under the Act promoting the development of manpower training. An interdepartmental committee has also been established to implement and evaluate the agreement between the ministère de l'Éducation du Québec (MEQ) - ministère de la Solidarité Sociale (MSS).

Ontario:

- The Adult Education Project (established in the Ministry of Education in 1996) has a mandate to research and describe the existing state of adult education in the province, to compare it with other jurisdictions, and to develop options and recommendations for policy, program design, and/ or communications. This mandate affects two ministries: the Ministry of Education, and the Ministry of Training, Colleges and Universities. The Adult Education Project also coordinates issues and stakeholder communications, and sponsors projects that improve service delivery.

- In addition, twenty-five local boards have been set up across Ontario by the Ministry Of Training Colleges And Universities (MTCU) and HRDC to play a leadership role in coordinating local labour force development efforts. These boards bring together representatives from local labour market partner groups to work with government (federal, provincial, and municipal) and local stakeholders for the improvement of the community training and adjustment system.

In Alberta, a Shared Services Policy Team has been established to coordinate delivery of student assistance programs across the Ministry of Learning and the Ministry of Human Resources and Employment.

In British Columbia, activities under the Labour Market Development Agreement with Human Resources Development Canada (HRDC) are co-managed by a management committee, a secretariat and several working groups with representation from HRDC, the Ministry of Advanced Education, Training and Technology, and the Ministry of Social Development and Economic Security.

In addition, the Ministry of Education, in collaboration with the Ministry of Advanced Education, Training and Technology, has a mandate to develop a coordinated Adult Basic Education (ABE) system that is learner-centred and provides adult learners with maximum access to high quality and flexible educational programs.

5. Formal arrangements for delivering adult education/training:

Many provinces maintain formal arrangements for the delivery of adult education/training programs. In addition, the Labour market Development Agreements with Human Resources Development Canada provide formal arrangements.

In Prince Edward Island, the Department of Education and HRDC contract with the PEI Institute of Adult and Community Education (Holland College) to deliver adult education programs.

In Nova Scotia, the Apprenticeship Division of the Department of Education has formal arrangements for the delivery of apprenticeship training in the province with the Nova Scotia Community College, University College of Cape Breton and the Nova Scotia Agricultural College. The Department also has a formal funding relationship for training provided through the Nova Scotia Community College and the College de l'Acadie. In addition, through a Skills Development Agreement, the Department of Education has an arrangement with HRDC to provide client services to adults enrolled in Nova Scotia Community College and College de l'Acadie programs. In the Department of Community Services, initiatives designed to promote the inclusion of social assistance recipients in academic upgrading or skills training are developed in partnership with other provincial and federal departments.

In New Brunswick, the Department of Education and the Department of Training and Employment Development maintain formal arrangements for delivering adult education/training through the New Brunswick Community Colleges (NBCC), and through the University-NBCC Liaison Committee on credit transfer.

In Quebec, there is an agreement between the ministère de l'Éducation du Québec (MEQ) and the ministère de la Solidarité sociale (MSS) regarding the funding of educational services intended for clients of Emploi-Québec(such as course purchases, various support services, vocational counselling and pedagogical support, etc.) The MSS is a key player in continuing education, in particular through the active employment integration measures it has implemented in recent years, that have in turn required an adaptation in the training capacity of educational institutions.

In Ontario, a variety of mechanisms are used to deliver adult education/training. In the Ministry Of Training Colleges And Universities, the Workplace Preparation Branch delivers the Literacy And Basic Skills Program through agencies contracted for this purpose. In the same ministry the Workplace Support Services Branch, provides Apprenticeship and Client Services through: the Contribution Agreement with Human Resources Development Canada (HRDC) to recover costs associated with clients eligible for Employment Insurance (EI); through the Interprovincial Standards Program under the authority of the Canadian Council of Directors of Apprenticeship; and through an advisory interdepartmental committee (with the Ontario Women's Directorate) on women and automotive manufacturing pre-apprenticeship programs. Through the Ministry Of Education, school boards are funded to deliver secondary school credit, and non-credit English/French as a Second Language and Native Languages programs to adults; and the Independent Learning Centre delivers distance education courses for students including adults.

In Saskatchewan, the Department of Post-Secondary Education and Skills Training maintains formal arrangements with other ministries/departments and agencies for the delivery of adult education/training. These include the departments of Health, Economic and Co-operative Development, Social Services, The Saskatchewan Property Management Corporation, Agriculture and agencies such as the Saskatchewan Communications Network (SCN), Apprenticeship and Trade Certification Commission, Saskatchewan Institute of Applied Science and Technology (SIAST), Regional Colleges, and the province's two universities.

In Alberta, the Ministry of Learning and the Ministry of Human Resources and Employment share responsibilities for adult learning employment related programs.

In British Columbia, some ministries have formal arrangements for delivering adult education/training. For example, the Ministry of Advanced Education, Forest Renewal BC and the Ministry of Social Development & Economic Security have formal arrangements under the Labour Market Development Agreement with Human Resources Development Canada. In addition, the Ministry of Aboriginal Affairs provides information on the First Citizen's Program, which provides bursaries to aboriginal students. This program is administered through contract with the BC Association of Friendship Centres.

In the Northwest Territories, the Ministry of Education, Culture & Employment has formal arrangements with Aurora College (e.g. through the College Funding Allocation System). In the same ministry, the College and Careers Division provides Apprenticeship and Occupational Standards.

6. ***Overall responsibility for adult education/training policies and/or programs:***

In most provinces/territories, the responsibility for adult education/training is shared by more than one ministry/department.

In Newfoundland And Labrador, no division or branch has overall responsibility for adult education. However, the Division of Institutional and Industrial Training in the Post-secondary Branch of the Department of Education has the bulk of the responsibility. The Division of Corporate Planning and Research in the Support Services Branch in the department plays a system monitoring and evaluation role.

In Nova Scotia, the Training and Financial Assistance Branch in the Department of Education has lead responsibility for adult learning through its Apprenticeship Division, Adult Learning and Innovation Division (including Private Career Colleges, Community-Based Literacy and Workplace Education Programs), and through the Student Assistance Division. However, some adult programs are coordinated by other Divisions or Branches. The Nova Scotia Council on Higher Education advises the government on the total allotment and assesses annually the distribution of the total appropriation among universities for operating and capital expenditures in accordance with government approved policies. The Policy Branch coordinates labour market activities under the Forum of Labour Market Ministers and conducts research such as the Graduate Follow-up Survey. The Nova Scotia Community College and College de l'Acadie have responsibility for providing adult education/training programs to meet Nova Scotia's labour market needs.

In New Brunswick, the Post-secondary Affairs Branch in the Department of Education has overall responsibility for adult education/training.

In Quebec, within the ministère de l'Éducation du Québec (MEQ) a directorate is responsible for adult general education. Other directorates are also involved with respect to technical and occupational training as well as higher education. The labour market development mission of the ministère de la Solidarité Sociale includes the responsibility for labour force training and two branches are directly concerned by this responsibility: the Policy Branch of MSS (regarding orientations) and the Associate Apprenticeship and Labour Market Training Branch of Emploi-Québec (regarding implementation).

In Ontario, the responsibility for adult education is divided between the Ministry Of Training Colleges and Universities and the Ministry of Education; responsibility is further divided among the program areas in each ministry. The Ministry of Economic Development and Trade also has some responsibilities in the area of adult training.

In Manitoba, the Schools Program Division in the Ministry of Education is primarily responsible for adult education and training.

In Saskatchewan, no separate division or branch is responsible for all adult education/training policies and programs.

In Alberta Learning, the Adult Learning Division and the Apprenticeship and Industry Training Division each have responsibility for programs regarding adult learning. The Information and Strategic Services division has a role in developing broad ministry-wide policy.

In British Columbia, the primary responsibility for adult education is shared between the Post-Secondary Education Division of the Ministry of Advanced Education, Training & Technology, and the Educational Programs Division of the Ministry of Education

In the Northwest Territories, the College and Career Development Division in the Ministry of Education, Culture & Employment is responsible for adult education.

7. ***Policy on the accreditation of courses on adult education/training:***

Most provinces/territories have a policy on the accreditation of courses on adult education/training. However, the process of developing such policy varies by province/territory.

In Newfoundland and Labrador, the Department of Education is responsible for all public post-secondary institutions. It also has the responsibility for: approving the course of study for all private programs offered in the province; administering the Apprenticeship Program; establishing learning objectives for adult basic education; and recording marks for GED test results. With respect to policy regarding accreditation of courses on adult education/training in the public post-secondary system, the department establishes policy for the Adult Basic Education program only. The public post-secondary system is responsible for programming in all other areas.

In Prince Edward Island, the Department of Education has full responsibility for monitoring and establishing standards for adult education courses.

In Nova Scotia, the Department of Education (Apprenticeship Division) is responsible for the accreditation of apprenticeship programs offered through post-secondary institutions such as the Nova Scotia Community College, University College of Cape Breton and College de l'Acadie. Private colleges requesting that courses be registered must submit their curricula to a review by the relevant industry. This industry review is then submitted to the Department of Education - there is no formal accreditation of courses. The Adult Basic Education Initiative (ABEI) is a comprehensive strategy to support learning and labour market attachment for adult Nova Scotians. The ABEI will support the development of an implementation framework including forging linkages between literacy and upgrading programs in the province, developing an Adult High School Graduation Diploma, incorporating the recognition of prior learning, and will ensure the smooth transition from upgrading to further training or employment. *The Community College Act* requires the approval of the Minister of Education for all full- time regular programs offered by the Collège de l'Acadie and the Nova Scotia Community College.

In New Brunswick, the Department of Education develops policy where there is a requirement to meet professional accreditation, e.g. in nursing.

In Quebec, each program of study must be submitted for approval. The request for approval must include the information required in a form for this purpose. With respect to apprenticeship programs and the skill

development of workers, Emploi-Québec is responsible to develop the operational framework for approval purposes and, when required, agreements are signed with the public educational network.

In Ontario, the government approves apprenticeship standards and curriculum with the advice of industry through the Workplace Support Services Branch in the Ministry of Training Colleges and Universities. The ministry also undertakes accreditation of post-secondary programs offered by colleges of applied arts and technology when it is required for employment or by legislation. The Ministry of Education sets the diploma requirements and curriculum policy for secondary schools, which affects all students including adults. It also sets policies for Prior Learning Assessment.

In Manitoba, the Ministry of Educations sets standards for high school credits, which lead to high school graduation for adults. The ministry also sets standards for a Certificate in Literacy & Learning for adults, and for a Certificate for Numeracy.

In Saskatchewan, the Department of Post-Secondary Education and Skills Training does not have a generic policy on the accreditation for adult education and training. However, the department provides for the overall legal and administrative framework to ensure that the public and private institutions in the province have necessary program or course accreditation.

In Alberta, post-secondary credit programs must be approved by the Minister of Learning.

In British Columbia, all secondary school courses must adhere to the Kindergarten to Grade 12 graduation standards set by the Ministry of Education, and the courses authorized by the ministry. The ministry has also set standards for an Adult Graduation Diploma. The Ministry of Advanced Education, Training and Technology provides accreditation for registered private training institutions through the Private Post-Secondary Education Commission.

In the Northwest Territories, the Minister of Education, Culture & Employment is responsible for approving College programs and services.

8. Policy on Prior Learning Assessment and Recognition:

There is considerable variation by province. In some provinces/territories, the responsibility for Prior Learning Assessment (PLAR) rests with institutions. In others, ministries/departments have the responsibility for PLAR.

In Newfoundland and Labrador, educational institutions now have full responsibility for policy development and administration in Prior Learning Assessment and Recognition (until recently, the Department of Education assisted training institutions in developing procedures in this area).

Prince Edward Island has no policy on PLAR.

In Nova Scotia, the Department of Education does not have a formal policy on Prior Learning Assessment and Recognition for adult learners. The Adult Basic Education Initiative will incorporate PLAR as a method of recognizing prior learning and experience. In the Nova Scotia Community College, PLAR credits may be achieved through a variety of methods:

- Challenge exams or tests
- Demonstrations, projects, essays or interviews

- Portfolio assessments portfolio (a collection of materials which demonstrates and documents what an individual has learned from his/her experiences).

Although the Department of Community Services does not have a specific policy in this area, a significant initiative in PLAR is entering a second year in partnership with the PLA Centre located at Henson College in Halifax. A primary focus of this project is the creation of certified PLAR practitioners and access to portfolio development for social assistance recipients.

In New Brunswick, each institution develops its own policy on Prior Learning Assessment and Recognition (PLAR). However, the Department of Education works in cooperation with institutions to promote PLAR within the province.

In Quebec, the Ministère de l'Éducation du Québec (MEQ) has developed a Guide for the Management of Adult General Education and Occupational Skill Training. It provides guidelines for assessing the achievement of program objectives and tests the knowledge and skills acquired by trainees. The Prior Learning Examination is one of the means to assess knowledge and skills acquired outside the school system. There are other tests : a test for school level equivalence, a general development test and a process for the recognition of prior learning in general education.

In Ontario, the government apprenticeship policy has an In-School component and a Workplace-based component. The Workplace Support Services Branch, in the Ministry Of Training Colleges And Universities (MTCU) determines exemptions for the In School component; the sponsor is responsible for assessing the Workplace-based component. MTCU's Training Division has recently developed a draft PLAR policy framework. The Post Secondary Division in the ministry has issued a policy on Prior Learning Assessment and Recognition (PLAR) for colleges; but no policy has been developed for universities. The Ministry Of Education Secondary School Project has developed a PLAR policy for adults seeking enrolment in secondary schools; and the Independent Learning Centre in the ministry generally carries out foreign document assessment when a request is received from the student's prospective employer.

In Manitoba, the Prior Learning Centre has been created as a 3-year pilot project to develop a Prior Learning Assessment and Recognition system in partnership with educational providers, industry, labour and sector representatives (manufacturing, aerospace, etc.).

In Saskatchewan, the Department of Post-Secondary Education and Skills Training has not instituted a formal policy on Prior Learning Assessment and Recognition (PLAR). However, a provincial PLAR strategy is being developed. A PLAR pilot study on five faculties has been carried out through the Universities Joint Initiative Fund; and a PLAR policy has been implemented for all programs in the Saskatchewan Institute of Applied Science and Technology (SIAST).

In Alberta, the Apprenticeship and Industry Training division has implemented Prior Learning Assessments regarding apprenticeship programs. While there is not a formal PLAR policy implemented in other areas of adult learning, individual universities and colleges may allow "challenge" examinations for some courses.

In British Columbia, some ministries have developed a policy on Prior Learning Assessment and Recognition (PLAR). For example, the Ministry of Education has developed a PLAR system for Kindergarten to Grade 12 as well as for adult programs. Similarly, the Industry Training and Apprenticeship Commission allows "challenge" examinations for those with similar qualifications to gain certification without completing a full BC apprenticeship. The Ministry of Advanced Education, Training and Technology is systematically implementing Prior Learning Assessment (PLA) throughout the entire

public post-secondary education sector. Policy issues and goals related to PLA initiatives were endorsed in the 1996 strategic planning document "Charting a New Course".

In the Northwest Territories, the Department of Education, Culture and Employment does not have a policy on Prior Learning Assessment and Recognition (PLAR); however, Aurora College does have a PLAR policy.

9. ***Policy on occupational skills standards:***

Some provinces/territories develop skill standards for some occupations. In addition, in all jurisdictions some standards are developed through the Forum of Labour Market Ministers.

In Newfoundland and Labrador the Department of Education does not normally develop standards for occupational skills. However, the department is currently undertaking a pilot project to develop standards for occupations in the information technology sector.

In Prince Edward Island, the Department of Education promotes the apprenticeship system, and follows National Occupational Analyses.

In Nova Scotia, the Department of Education (Apprenticeship Division) has identified standards in the designated trades. There is no policy at this time for Private Career Colleges; however the Private Career Colleges Division will be consulting with stakeholders on establishing standards over the next year.

In New Brunswick, the Department of Training and Employment Development develops occupational skills standards through Apprenticeship and Occupational Certification, and through the College Services Branch for all programs in New Brunswick Community Colleges (NBCC).

In Quebec, there are criteria for the admission to programs leading to the diploma of professional studies and the attestation of professional specialization. The Apprenticeship directorate of Emploi-Québec (MSS) set standards for apprenticeship programs.

In Ontario, most apprenticeship programs have a training standard authorized by the Ministry Of Training Colleges and Universities. In addition, the Post Secondary Division in the ministry has set program standards for one to three year post-secondary programs in colleges of applied arts and technology. Each standard contains vocational learning outcomes, generic skills learning outcomes, and a general education requirement.

In Saskatchewan, the Department of Post-Secondary Education and Skills Training has not instituted a specific policy on occupational skills standards. However, the department has endorsed some national standards such as the Red Seal Program regarding Apprenticeship.

In Alberta, occupational skills standards are set by industry for designated occupations, through committees with equal employer and employee representation. For trades included in the "Red Seal" program, there is also an interprovincial component involving the Canadian Council of Directors of Apprenticeship.

In British Columbia, a few ministries have policies on occupational standards. For example, the Industry Training and Apprenticeship Commission designates and certifies trades and some technical occupations in the province.

The Northwest Territories adopts occupational standards for many apprenticeable trades from other jurisdictions. Standards are developed for trades specific to the Northwest Territories, such as Housing Maintainer, and Small Engine Mechanic. Standards for non-trades occupations have been and will continue to be developed by the Department of Education, Culture and Employment. Examples of this are Diamond Polisher and Security Officer.

Section B: The Providers of Adult Education/Training

10. Availability of statistics on the providers of adult education/training:

The availability of statistics on enrolments and on time spent in adult education/training varies by province/territory; there is also some variation by ministry/department in some jurisdictions.

In Newfoundland and Labrador, statistics on enrolments and on hours per year are available for:

- Community colleges and similar institutions;
- Universities;
- Private educational/training institutions;
- Community organizations; and
- Employers (for apprentices).

In PEI, statistics on enrolments and on hours per year are available for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions;
- Universities;
- Private educational/training institutions; and
- Community organizations.

Data on hours per year are available for community colleges and similar institutions, universities, and private educational/training institutions.

In Nova Scotia, statistics on enrolments are available for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions;
- Private educational/training institutions (does not isolate adult);
- Community organizations;
- Employers; and
- Other institutions and organizations.

Data on hours per year are available for community colleges and similar institutions, private educational/training institutions, and apprentices.

In New Brunswick, statistics on hours per year are not available. Statistics on enrolments are available for:

- Community colleges and similar institutions (through the Department of Training and Employment Development)
- Universities (through the Maritime Provinces Higher Education Commission – MPHEC)
- Private educational/training institutions (through Private Occupational Training).

In Quebec, statistics on enrolments and on hours per year are available for:

- Secondary schools;
- Community colleges and similar institutions;
- Universities;
- Private educational/training institutions; and
- Employers.

Statistics on hours per year (but not on enrolments) are available for other institutions and organizations.

In Ontario, statistics on enrolments and on hours per year are available for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions;
- Private educational/training institutions (does not isolate adult);
- Community organizations;
- Employers; and
- Other institutions and organizations.

For universities, enrolment data are available for full- and part-time students enrolled in degree and diploma programs; but data on hours per year are not available.

In Manitoba, statistics on enrolments are available for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions;
- Private educational/training institutions;
- Employers; and
- Other institutions and organizations.

However, statistics on hours per year are not available except for private educational/training institutions.

In Saskatchewan, statistics on enrolments and hours per year are available for:

- Universities;
- The Saskatchewan Institute of Applied Science and Technology (SIAST);
- Regional (community) colleges; and
- Private vocational schools.

Such statistics are not available for employers and community organisations.

In Alberta, enrolment data are available for credit programs in

- Secondary schools
- Public colleges
- Public technical institutes
- Universities

Information is not available for private providers of education, from organizations providing on-line education to Albertans from out-of-province, or for non-credit activities in public or private institutions.

In British Columbia, the availability of statistics on enrolments and hours per year varies considerably by ministry/department. For example, statistics on enrolments (but not on hours per year) are available from the Ministry of Education for:

- Elementary schools;
- Secondary schools;
- Community colleges and similar institutions; and
- School District Adult Learning Centres.

By contrast, statistics on enrolments and on hours per year are available the Ministry of Advanced Education, Training & Technology for:

- Community colleges and similar institutions;
- Universities; and
- Other institutions and organizations.

Statistics on enrolments and hours per year are also available from the Industry Training and Apprenticeship Commission for Apprenticeship Technical Training.

In the Northwest Territories, statistics on enrolments (but not on hours per year) are available for:

- Secondary schools;
- Community colleges and similar institutions;
- Private educational/training institutions (SFA only);
- Community Organizations; and
- Employers (some – apprenticeship/OTOJ).

11. Best guess about the proportion of adult education/training by type of institution:

Most provinces/territories found it difficult to provide a guess about the proportion of adult education/training by type of institution. Some did try, but the results are not presented here since they may be misleading.

12. Governance of public education/training organizations and institutions:

Public education/training organizations are generally governed by a board. The composition of the board is usually specified by legislation, and it generally includes the participation of a variety of stakeholders.

In Newfoundland and Labrador, the College of the North Atlantic is governed by a single provincial board; the members of the board are appointed by the Minister of Education. Memorial University of Newfoundland is governed by a Board of Regents (appointed by the Minister of Education), and a

University Senate (appointed by the university). The Board of Regents is responsible for non-academic matters, while the University Senate is responsible for academic matters.

In PEI, Holland College was created by an Act of the Legislative Assembly: the Board of Directors is appointed both by government and the college. The same is the case for the University of PEI same as above. Both have student councils.

There are several governance models in existence among the 27 Community Learning Networks in Nova Scotia. Some Networks are registered as non-profit associations/societies under the *Societies Act* and also may be registered as charitable organizations. Others are collectives with no board structure; yet others are groups of organizations that have come together as a Network to deliver programs. In the case of private career colleges, barbering is regulated by the *Barbering Act* and Cosmetology is regulated by *the Cosmetology Act.* The Nova Scotia Barbers Association administers the *Barbering Act* and The Nova Scotia Cosmetology Association administers the *Cosmetology Act.* The Minister of Education is responsible for progressive legislative amendments to both Acts.

The Nova Scotia Community College moved to self-governance with the proclamation of the *Community Colleges Act* on April 1, 1996. With this event, the Board of Governors became the governing body of the College. It is responsible for establishing the governing policies that direct the College in its pursuit to enhance the social and economic wellbeing of Nova Scotia through training and education. The Board appoints the President to provide the general management and direction for the programs, services, and business affairs of the College.

The College de l'Acadie under the *Community Colleges Act* is governed by a Board of Governors: 6 members appointed by the Board, 6 members appointed by the Minister of Education, 1 member appointed by the Minister of Education of Prince Edward Island, 2 employees and 2 students.

In New Brunswick, the New Brunswick Community Colleges (NBCC) are governed by the *Adult Education Training Act* and report to a CEO through a board. Each university has its own legislation and is governed by a Board of Governors.

In Quebec, the general and professional training of adults at the secondary level is governed by the 'Loi sur l'instruction publique' (1997). The legislation introduced significant modifications in the sharing of responsibilities and powers between the educational institutions and school boards. It created a governing board (made up of parents, students, teachers and members of the community, and chaired by a parent) for each school. The board has the mandate to approve the methods of application of the curriculum proposed by the principal, as well as the general orientation and the implementation of educational activities. The Council replaces the previous consultative committees.

In Ontario, training organizations and institutions are governed as follows:

- Not-for-profit literacy delivery agencies must be governed by a Board of Directors.
- Most non-college apprenticeship training deliverers are union-run centres supported by union-employer training trust funds, and are governed by Boards of Directors appointed by the organization. Some training deliverers are aboriginal training centres governed by Band Councils.
- Colleges of applied arts and technology are crown agencies governed by a Board of Governors.
- Each university has its own act, and the powers and obligations are specified in those acts. Almost all the universities have a bicameral governance structure wherein the Board of Governors is responsible for legal and fiduciary matters and the Senate has full authority in academic matters.

- Elementary and secondary education is governed principally by the Education Act and its regulations, which sets out the duties and responsibilities of school boards, school board supervisory officers, principals, teachers, parents and students.

In Manitoba, each adult literacy program has a local community advisory board, or working group that receives funding from the province, hires staff and delivers programs. Adult learning centres are currently governed by a variety of arrangements including profit and non-profit organizations. In all cases school boards are involved since only school boards have the authority to grant high school diplomas.

In Saskatchewan, training organizations and institutions are governed as follows:

- The Saskatchewan Institute of Applied Science and Technology (SIAST) is governed by a board appointed by the Lieutenant Governor.

- Each regional (community) college is governed by a board of trustees appointed by the Lieutenant Governor.

- The Saskatchewan Indian Federated College (a federally funded institution incorporated under an act of the Federation of Saskatchewan Indian Nations – FSIN) is governed by a board appointed by the FSIN, which includes a representative from the federal and provincial governments.

- The Gabriel Dumont Institute (and SUNTEP) falls under the jurisdiction of the Métis Nation of Saskatchewan and is governed by a board of directors appointed jointly by the Metis Nation and the province.

- The NORTEP/NORPAC Program is governed by the NORTEP Council whose members are appointed from the various school divisions, tribal councils, Métis regions and other northern educational institutions.

- The Saskatchewan Indian Institute of Technology Board is appointed by the Federation of Saskatchewan Indian Nations.

- The industry-led Apprenticeship Trade Commission (which is a new organization) will be responsible for managing the provincial apprenticeship system; it will be governed by a board (appointed by the Minister), which will include representatives from employers, employees, government, SIAST, and under-represented groups.

- The two universities in Saskatchewan are governed by Boards of Governors, half of whom are appointed by the Government of Saskatchewan.

In Alberta, the governance of public institutions is specified in the School Act, Colleges Act, Technical Institutes Act, and the Universities Act. Secondary schools are governed through regional school authorities, while the public post-secondary institutions are governed through boards of governors.

In British Columbia:

- Public post-secondary institutions are governed by boards appointed by the government (and usually include student representatives). In addition, education councils advise the board on the development of strategic directions for the institutions.

- Public schools (Kindergarten to Grade 12) are governed by trustees (elected by community members). These usually include student councils at the secondary level and sometimes at the primary level.

- The Industry Training and Apprenticeship Commission (ITAC) is governed by a Board of Directors composed of 8 labour, 8 business, 4 education/training and 4 government representatives.

- School District Based Adult Learning Centres are governed by the School Act and are responsible directly to the provincial government.

- Employees Learning Services are governed by Employee Learning Boards, and receive advice from the Training Manager's Advisory Council and form Curriculum Advisory Committees.

In the Northwest Territories, Aurora College is governed by a Board of Governors, appointed by Minister (on recommendation from College and Members of the Legislative Assembly).

13. Curriculum development for adult education/training:

Curriculum is developed in different ways for different types of institutions in the different provinces/territories. In some cases, the institutions themselves have the responsibility for developing curriculum. In others, the government sets learning outcomes, while the curriculum is determined by the provider. In still other cases, the government develops the curriculum.

In Newfoundland and Labrador, the Department of Education plays a key role in developing curriculum for adult basic education. It approves the curriculum for all courses offered in the private system through consultations with all stakeholders.

In PEI, the curriculum approved by the Department of Education and used in Grades 10, 11 and 12 is also used in the adult education programs.

The Adult Basic Education Curriculum, which serves as a basis for adult literacy instruction in Nova Scotia, has been developed through a partnership between the Department of Education and the Nova Scotia Community College. The Apprenticeship Division in the Department of Education sets the curriculum for apprenticeship training through industry consultations. Nova Scotia Community College determines its own curriculum. In some programs, advisory committees drawn from business and industry have input into curriculum development. For College de l'Acadie, a permanent committee evaluates one third of all regular programs each year: a program plan is submitted to the Board of Governors for approval with final approval by the Minister of Education.

In New Brunswick:

- Universities are responsible for developing their curriculum.

- For the New Brunswick Community Colleges (NBCC), the College Services Branch in the Ministry of Education develops the curriculum in cooperation/consultation with Program Advisory Committees (PACs).

In Quebec, the curriculum is established by the Minister of Education according to the provisions of section 461 of the 'Loi de l'instruction publique'. The government establishes by regulation pedagogical programs including those applicable to educational services for adults.

Programs offered by community organizations are subject to the requirements of the relevant curriculum.

In Ontario:

- The Ministry Of Training Colleges And Universities (MTCU) sets the learning outcomes (developed in consultation with the literacy field) for the Literacy And Basic Skills Program; but the curriculum is determined by providers.

- For apprenticeship and client services, Curriculum Advisory Committees (made up of representatives from industry and community colleges) recommend the curriculum, which must be approved by MCTU.

- Universities and colleges of applied arts and technology are responsible for developing their curriculum.

- The Ministry of Education is responsible for developing curriculum for Grades 1-12, which covers elementary through to the end of secondary school. The new high school curriculum was developed by practising educators and community members in Ontario, and included representatives from universities and colleges. Opportunities were provided for feedback from a range of stakeholders.

In Manitoba, the province has prepared a document outlining the stages in literacy and learning; other curriculum is developed locally. Adult learning centres deliver the Manitoba Senior Years curriculum as it pertains to students seeking credits/diplomas, and offer literacy programs, etc.

In Saskatchewan, the curriculum for adult education/training in public institutions is developed by the institutions themselves. The private sector is involved in developing curriculum through program advisory boards at the Saskatchewan Institute of Applied Science and Technology (SIAST). For basic education, the Ministry of Post-Secondary Education and Skills Training (PSEST) identifies two levels of measured completion: the Basic Education (BE) 10 certificate (for which PSEST has developed the standards and hence the curriculum) and the ADULT 12 certificate (for which the curriculum is the same as that for Kindergarten to Grade 12). The standards for BE 10 are under review.

In Alberta, curricula in basic learning are developed by the province, while in the post-secondary sector curricula are determined by individual institutions. Credit programs offered by post-secondary institutions must be approved by the Minister.

In British Columbia:

- Public institutions develop curriculum based on guidelines articulated under the provincially initiated curriculum process, which involve peer review and consultation with relevant professional bodies, industry associations and staff of the Ministry of Advanced Education, Training and Technology. New programs are formally submitted for a review and signoff process based not only the curriculum content, but also on a review of current and projected labour market conditions.

- The curriculum for university programs tends to be developed in different ways depending on the program. Most technical programs (e.g. forest technicians) have private sector advisory committees to guide curriculum development.

- Many institutions use the DACUM method as a vehicle for matching curriculum with job specifications: this requires collaboration with the private sector. Some programs, such as Arts, do not generally have private sector involvement.

- The curriculum for the Industry Training and Apprenticeship Commission (ITAC) is developed in cooperation with industry (business and labour) and educational institutions. Trade Advisory Committees exist for over 60 ITAC occupations and provide ITAC staff with industry input on curriculum issues.

- The curriculum used in all adult graduation programs from the Ministry of Education is the same as the ministry-authorized curriculum used in the regular Kindergarten to Grade 12 system developed by the Curriculum Branch in the Ministry of Education.

In the Northwest Territories, the Department of Education, Culture and Employment has funded development of comprehensive Adult Basic Education (ABE) curriculum. Non-Government Organizations participated in the development of the ABE curriculum. Aurora College has a number of established program advisory committees to advise on program content.

14. Licensing of private education/training organizations and institutions:

Private educational/training organizations and institutions require a licence or must be registered to operate in some (but not all) jurisdictions.

In Newfoundland and Labrador, all private training institutions require a licence pursuant to the Private Training Act and Regulations.

In New Brunswick, all private education/training organizations, except those delivering exclusively through technologically-mediated delivery systems, must meet the requirements as laid out in the Private Occupational Training Act and Regulation.

In PEI, licences are required by any person/organization offering any kind of training that is occupational or career in nature. There are exemptions for government departments, public schools, universities, and community colleges and a few other situations such as internal training for employees. The requirements for a license cover industry-standard curriculum and instructional materials, qualified instructors, administrative practices to protect student interests (e.g. contract, refund policy, etc.).

In Nova Scotia, private training institutions offering occupational training must be registered with the Department of Education. The criteria for registration include: securing a surety bond, letter of credit, industry review of curriculum, instructors meeting requirements under the General Regulations, providing a business plan and financial statements, fire inspection on facilities, and market research on program viability.

In Quebec, private educational institutions providing training to adults are generally required to obtain a licence. The requirements include a written application to the Minister of Education. Among other requirements, the institution must demonstrate that it will have the necessary financial and human resources to provide the educational services covered by the licence.

In Ontario, all privately delivered programs run for profit which purport to provide the fee-paying public with the full range of skills and knowledge required for entry-level employment in a recognised occupation, must be registered.

In Manitoba, private training organizations are not licensed, but they are registered under the Private Vocational Schools Act and Manitoba Regulation 182/88.

In Saskatchewan, all private vocational schools need to register with the Ministry of Post-Secondary Education and Skills Training (PSEST).

In Alberta, private vocational schools must be licensed. Private institutions offering upgrading programs must be accredited. Criteria used for granting licenses include placement rates, tuition amounts, achievement criteria, program offerings, expected employment rates for graduates, etc.

In British Columbia, private training organizations offering training or instruction to individuals over 17 years of age must be registered with the Private Post Secondary Education Commission (PPSEC). As of August 1, 2000, private training institutions must also go through an accreditation process in order for their students to be eligible for BC student financial assistance.

In the Northwest Territories, there is no legislation to regulate private education/training organizations and institutions.

Section C: Support for Adult Education/Training

15. Incentives to institutions to support adult education/training:

All jurisdictions provide financial support for elementary and secondary education, for apprenticeship programs, and for post-secondary education: some of this support is used for adult education/training. Some jurisdictions have also developed special programs that provide financial and non-financial support for adult education/training.

In Newfoundland and Labrador, the Department of education allocates an annual grant-in-aid to support all programs in public institutions. However, there are no special incentives to institutions to support adult education/training.

In PEI, funding is provided for the Literacy/ABE program with roughly 1/3 of the dollars allocated for operating expenses. Non-financial support includes evaluation of Literacy/ABE programs, and standards for curriculum and teaching.

In Nova Scotia, the Apprenticeship Division in the Department of Education pays their delivery agencies the cost of apprenticeship training delivery. The College de l'Acadie and Nova Scotia Community College both receive an annual grant from the Department of Education. Non-financial assistance is not provided.

In New Brunswick, a funding grant is provided for public universities and channelled through the Maritime Provinces Higher Education Commission (MPHEC) to all programs meeting their approval. New Brunswick Community Colleges (NBCC) receive an annual allocation tied to outcomes in an Annual Business Plan.

In Quebec, the portion of the Ministry of Education budget allocated to adult training, is distributed in the following areas: general education at the secondary level; vocational training; college; university; popular education and literacy training. In addition, the following ministries devote significant resources to continuing education: ministère de la Solidarité Sociale, ministère de la Culture et des communications, ministère des Relations avec les citoyens et de l'Immigration, ministère de Agriculture, des Pêcheries et de

l'Alimentation, ministère de la Sécurité publique, ministère de l' Environment et de la Faune, ministère de la Recherche, de la Science et de la Technologie and ministère de L'industrie et du Commerce.

In Ontario:

- The Ministry of Training Colleges And Universities (MTCU) provides funds to colleges, school boards and community agencies to provide Literacy And Basic Skills (LBS) services. MTCU also funds delivery agencies to be involved in local planning and coordination and to undertake research and development activities. MTCU and the federal government provide funding for the in-school component of apprenticeship training. MTCU also provides curriculum, advice and support to training deliverers, and monitors the workplace and in-school training. It provides organizational support to industry committees, which provide advice to MTCU on their trade's apprenticeship program. .

- MTCU and the federal government provide funding for the in-school component of apprenticeship training. MTCU also provides curriculum, advice and support to training deliverers, and monitors the workplace and in-school training. It provides organizational support to industry committees, which provide advice to MTCU on their trade's apprenticeship program.

- MTCU, in collaboration with Skills for Change, has developed the Sector Specific Information, Terminology and Counselling (STIC) project, a bridging and self-assessment program to assist highly skilled newcomers to enter the labour market more quickly. STIC programs are delivered by community partners and occupational regulatory bodies. Program content has been tailored specifically to the needs of immigrants in specific high immigration sectors – engineering, health care, accounting, and automechanics.

- MTCU also provides financial support through the post secondary operating grant to support post secondary programming at colleges and universities. Students, many of whom could be considered adult learners, attend these programs on a full- and part-time basis.

- MTCU also provides colleges and universities with targeted funding to double the number of spaces available for training youth and adults in high demand engineering and computer software skills through the Access to Opportunities Program. The Access to Opportunities program was introduced in the 1998 Ontario Budget as a $150-million initiative to add 17,000 new spaces for students of computer science and high-demand engineering programs. The 1999 Ontario Budget expanded the program with an additional $78 million in provincial start-up funding, increasing the number of new spaces to 23,000 opportunities each year.

- The Strategic Skills Investment Initiative was announced in the 1998 Ontario Budget as a $30 million fund. The 1999 Ontario Budget announced an additional investment of $100 million over a multi-year period. The Strategic Skills Investment program provides funding to kick-start innovative partnerships between business and training institutions. One objective is to increase the responsiveness of Ontario's training institutions to business needs. As a result, training projects are targeted at new technologies with rapid growth and high employment opportunities, such as digital media, microelectronics, aerospace, automotive parts manufacturing, machinery and metal fabrication, and waste management. The institution partners must also make a significant contribution to the training project.

In Manitoba, adult learning centres receive funding based on a per student basis.

In Saskatchewan:

- The Ministry of Post-Secondary Education and Skills Training (PSEST) provides approximately 85% of the total funding of post-secondary institutions other than universities and through strategic and business planning sets targets and goals for adult/education and training for these institutions. PSEST also funds universities (which are autonomous), and the provincial operating grant provides about 75% of the universities' core operating expenses.

- The PSEST Sector Plan (which incorporates the Provincial Training Strategy and University Revitalization and the Partnership for Prosperity) provides non-financial incentives to institutions to support adult learning. The sector includes but is not limited to students and learners; SIAST and the regional colleges; private vocational schools and trainers; the Apprenticeship and Trade Certification Commission; First Nations and Métis governments and organisations, including the Saskatchewan Indian Institute of Technology; community-based organisations; industry; professional and labour associations; employers; and the department.

- The Provincial Training Strategy, a three-year plan completed in March 2000, will be incorporated into the PSEST Sector Plan. Its objectives are to develop a skilled workforce relevant to Saskatchewan's labour market; enhance access and support opportunities for all learners; and create an effective, coherent and sustainable delivery system.

In Alberta the Ministry of Learning supports public post-secondary institutions through base operations grants, capital funding, and research funding (in the case of universities, through their operations grants). The department also has a series of targeted envelopes consistent with its business plan goals and directions, including the Accessibility Envelope, through which institutions submit student place expansion proposals. 2% of institutions' funding is also allocated on the basis of performance, as determined by a set of key performance indicators.

In British Columbia:

- The Industry Training and Apprenticeship Commission funds training for apprenticeship, entry level trades training, skills upgrading and other forms of industry training.

- The Ministry of Education completely funds any adult who does not have high school graduation. The ministry also provides non-financial support, which may include providing help to change outdated policies, to stay in touch with the field, to learn about changes in policies, and in other areas, such as trouble shooting, answering questions, etc.

- The Ministry of Advanced Education, Training and Technology provides funding for capital expenditures to establish campus child care centres; in addition to the core funding for regular programs, the ministry also provides funding for two special programs designed for adults seeking employment or retraining to upgrade or maintain their employment. With respect to non-financial incentives, in 1997-98 a policy decision was made that private training institutions would need to be accredited by the Private Post-secondary Education Commission by August 2000 in order for their students to be eligible for B.C. student financial assistance.

- The Ministry of Social Development & Economic Security provides: Institutional Based Training funds to colleges and universities; expanded capacity in program areas

specifically to meet the needs of Income Assistance recipients; additional and targeted learner support within the institution for Income Assistance recipients; and tuition relief for Institutional Based Training students who qualify in program areas such as upgrading. The ministry also participates in regional and community planning and liaison groups, both formal and informal.

In the Northwest Territories, the Department of Education, Culture and Employment provides base level funding/contributions to its public post-secondary institution (Aurora College) for program delivery. It also provides non-financial support through the development of standards, curriculum and draft directives. The Apprenticeship Division in the department funds training for apprenticeship, entry-level trades training, skills upgrading, and other forms of industrial training.

16. Incentives to employers for training:

Most provinces/territories provide some financial and non-financial support for employers to train employees. In some cases, support is provided to employers in particular sectors, or for skills upgrading, or for the employment of recipients of income assistance.

In Newfoundland and Labrador, incentives are not provided to employers for training their employees.

In PEI, funding is provided through the Workplace Education PEI Literacy Initiative to a project team of a business to hire a teacher and purchase resources. Non-financial assistance includes: the provision of organization needs analysis, individual needs assessments, advice and coordination.

In Nova Scotia, Rehabilitation Programs and Services offers wage subsidies, provision of assistive technology, job site assessments to determine employee disability and to remove barriers that may be present. The Apprenticeship Division offers recognition through certification. Workplace Education provides grants to employers to hire instructors for essential skills development courses. Nova Scotia Community College offers training tailor made to fit the specific needs of employers. The college also works in partnership with professional training consultants to develop programs to meet the unique needs of the business, and the work force. The Department of Community Services may assist in the delivery of such training or may contribute toward associated costs as they pertain to social assistance recipients.

In New Brunswick, the Department of Economic Development and Tourism has some funding initiatives for workforce training, e.g. call centres.

In Quebec, the legislation (Loi favorisant le développement de la formation de la main d'œuvre) requires that employers with total annual salaries of at least $250,000 must invest the equivalent of at least 1% of their total annual salaries for training its workforce. There are also some benefits under the Income Tax Act.

In Ontario:

- Support and training incentives can be negotiated locally with a Job Connect agency to help offset some of the initial training costs. Employers also work directly with universities and colleges of applied arts and technology to arrange for the training of their employees on site or through training institutions.

- The Ministry Of Training Colleges and Universities (MTCU) provides funding for the in-school component of apprenticeship training at no cost to the employer, as well as the workplace training standards that outline the expectations for apprenticeship workplace

training, advice, provision of certification examinations, and certification of skilled workers.

- The Access to Professions and Trades Unit (APT) Unit of MTCU works with a variety of stakeholders to promote access to the labour market for foreign trained individuals. The Unit is involved in partnership projects to develop models and materials that provide information needed by foreign-trained individuals (such as, orientation and licensure details and technical terminology specific to occupations). Through the APT, the Ministry has provided financial and practical support to assist and encourage the development of upgrading/orientation programs for foreign trained professionals and tradespersons.

- The Strategic Skills Investment program encourages innovative partnerships between business and training institutions to create strategic skills essential for building business competitiveness in today's economy. As a result, training projects are targeted at new technologies with rapid growth and high employment opportunities, such as digital media, microelectronics, aerospace, automotive parts manufacturing, machinery and metal fabrication, and waste management. The employer partners must also make a significant contribution to the training project.

- The government has also increased the incentives to education and training that incorporates work experience by providing tax incentives to employers hiring co-op students and other student apprentices in leading edge technology areas.

In Manitoba, Manitoba Education and Training provides cost-shared assistance for employer groups and sectoral associations to undertake focused human resource planning within their sectors (e.g. coordination, needs assessment, training plan development and training delivery and other strategies to support workforce development). Although the goal is equal cost-sharing amongst the partners, the contribution of the government may initially be higher. Funding is coordinated to address the training needs of existing employees and new entrants.

In Saskatchewan, the Ministry of Post-Secondary Education and Skills Training provides financial and training support to employers to train newly hired employees to acquire the skills required for the job site, primarily through Job Start/Future Skills and the Work Placement Programs.

In Alberta the Ministry of Learning does not offer incentives to employers for training their employees on-site. Some incentives may be offered through collaborative arrangements between institutions and employers for the provision of industry-specific programming.

In British Columbia:

- Forest Renewal BC provides support for on-the-job training to encourage employers to hire displaced forest workers. The support takes the form of a subsidy to cover the costs associated with hiring an employee whose learning curve may be longer than other candidates.

- The Public Service Training Program provides people with disabilities with the opportunity to pursue on-the-job training and employment in the public service through placements by the Ministry of Advanced Education, Training and Technology: the ministry reimburses the host ministry for 50 per cent of the placement wages and benefits. The ministry also works with the public post-secondary institutions to develop customized curriculum to meet employer training requirements.

- The Industry Training and Apprenticeship Commission provides financial support for skills upgrading training.

- The Ministry of Social Development & Economic Security provides financial incentives: (a) in the form of training credits through Work Based Training (50% to be used for Income Assistant recipients, and up to 50% for employees); (b) through the Job Partnership Program, which provides a subsidy of up to $1,000 per Income Assistance client placed in employment; and through Job Start (a wage subsidy of half the minimum wage for up to 360 hours). The ministry also provides non-financial incentives through Industry Adjustment Programs for employee-employer committees in the case of larger sectoral closures or openings.

In the Northwest Territories, financial assistance is provided through workplace education wage subsidies (e.g. for on-the-job training and apprenticeship). Non-financial incentives take the form of staff support/professional expertise.

17. Incentives to individuals for adult education/training:

In all jurisdictions, individuals can obtain financial assistance under provincial student loans programs; financial assistance can also be obtained directly from institutions through scholarships and bursaries. Some provinces/territories also provide financial assistance for individuals on EI or on income assistance. Non-financial support takes the form of career and education planning, and the provision of labour market information.

In Newfoundland and Labrador, financial assistance is provided to individuals through the provincial student loans program. The Department of Human Resources and Employment also provides assistance to cover the cost of childcare and transportation for social assistance recipients who pursue post-secondary training programs.

In PE, all Literacy /ABE programs are free of charge to all learners; Skills Development funding for EI-eligible. Also Millennium Scholarships, community service bursaries

In Nova Scotia, apprenticeship training is subsidized by the Department of Education. Rehabilitation Programs and Services provides assistive technology, assessments, technology supports for assistive technology supplied, training in use of technology, attendants, American Sign Language Interpreters, note takers, and scribes, and as the budget allows, tuition, books, supplies and training related allowance. Student loans are not considered to be incentives: they are meant to ensure accessibility to post-secondary education. The Department of Education also subsidizes community college training. In the College de l'Acadie, the Heritage Canada Bursary Program provides an average of 40 bursaries of $5000 for students who study in the minority language: this program is administered jointly by the Department of Education and the College de l'Acadie.

The Department of Community Services does not provide direct financial incentives; however, participants may be eligible to receive funding specific to costs such as childcare, transportation and special clothing or equipment.

In New Brunswick, financial assistance is provided to school leavers. Institutions also provide scholarship and bursary programs to their students and leavers.

In Quebec, training services for the adults are free at the secondary education level, as well as for general education and vocational training. For adults at the college and university levels, incurred expenses are eligible deductions under the terms of the Income Tax Act. Recipients of social security benefits may receive higher benefits if they willingly participate in programs to improve their employability. Other financial assistance measures include: the loans and bursaries program of MEQ which facilitate access to full time vocational education at the secondary level, college and university education. There are many tax measures such as tax credits for tuition fees and interest paid on student loans, the continuing education program which allows borrowing funds from one's RRSP to pay the cost of resuming studies. Many ministries or government organisations make available to adults, under some conditions, financial assistance for studying purposes: the ministère de la Solidarité sociale (training measure of the Fund for Labour Market Development), the Conseil des Arts (support program for improvement of artists), the ministère des Relations avec les citoyens et de l'Immigration (francisation courses), the ministère de Agriculture, des Pêcheries et de l'Alimentation, the ministère de l'Industrie et du Commerce, etc.

In Ontario:

- The Literacy and Basic Skills Program in the Ministry of Training Colleges And Universities (MTCU) funds agencies to deliver literacy services at no cost to the learner; and financial support may be available to offset the cost of transportation and childcare.

- The Job Connect program in MTCU helps participants identify personal skills and interests in order to assess the need for further education or actual training needs to fill locally available employment opportunities.

- MTCU offers loans for tools to new apprentices; non-financial incentives include certification that attests to skill levels both within Ontario and interprovincially.

- Eligible students in post-secondary education can access needs-based financial assistance through the Ontario Student Assistance Program (OSAP). Students with dependants, whether married or single, may receive bursary assistance through the Canada Study Grant for Students with Dependants or the Ontario Child Care Bursary Program.

- Financial assistance for students is also available at the institutional level (colleges and universities).

- Prior Learning Assessment and Recognition is available to students at colleges of applied arts and technology.

- The Independent Learning Centre (ILC) in the Ministry of Education offers its students a very low cost, convenient service for students wishing to enrol in distance education courses at the secondary level. ILC also offers continuous intake allowing access to courses any time of the year. Academic assistance is provided through many forms of help including phone, e-mail, collaborative conferencing, and mail. Counselling and other support is also available from the Learner Services Unit.

- Credit courses, English as a Second Language/French as a Second Language and native language non-credit courses are offered free through secondary schools to residents of Ontario.

- The Ontario Works Program in the Ministry of Community and Social Services allows for job-focused, unpaid community service work and/or employment measures such as job

search, basic education and job-specific skills training for people receiving financial assistance.

In Saskatchewan:

- The Ministry of Post-Secondary Education and Skills Training (PSEST) provides financial incentives to students through the Saskatchewan Student Assistance Program (federal and provincial student loans); the Provincial Training Allowance (grants for low income adult students enrolled in Basic Education); the Provincial Youth Allowance (grants for low income youth ages 18-21); the Skills Training Benefit (benefit for unemployed workers or those previously on Employment Insurance) as well as a tax credit to students who remain in the province after graduation.

- Non-financial incentives include access to programs through the regional college system; SCN, correspondence classes and other modes of distance education; active university extension departments; publication of the *What to Study Guide*, *SaskNetWork*, and numerous other information sources on career opportunities; career counselling through the Canada-Saskatchewan Career and Employment Services Centres; development of Credit Transfer and Prior Learning Assessment and Recognition; and development of aboriginally controlled post-secondary institutions.

In Alberta, the Ministry of Learning offers a comprehensive student financial assistance program consisting of scholarships, grants, bursaries, loans, and loan remission or debt reduction programs. The ministry also offers non-financial incentives, including providing a comprehensive student information and counselling infrastructure, web-based application processes, etc.

In British Columbia:

- Adult basic education is available tuition-free for adults wishing to earn the BC Adult Graduation Diploma.

- Student loans are available for adults taking 60% of a full-time post-secondary course load leading towards a certificate, diploma, or degree.

- BC Benefits Post-Secondary Training Initiatives, Institution Based Training and Expanded Capacity are post-secondary level programming and support services available to income assistance recipients, which result in employment-related skills necessary to move from economic dependence to independence.

- The Adult Basic Education Student Assistance Program is a provincial special program designed to provide direct educational costs for students enrolled in programs such as Academic Upgrading, Pre-Vocational, English Language Training and Adult Special Education.

- The Training Assistance Benefits Program is a provincial program designed to provide direct educational costs for approved Youth Works and Welfare to Work clients enrolled in programs for the following reasons: required academic upgrading, pre-vocational training, English language training, adult special education, basic literacy, and educational and career planning.

- Youth Community Action is a government initiative that gives young people aged 15-24 the opportunity to earn credit for tuition fees while participating on community service projects around the province.

- Visions for the Future conferences are one-day conferences held throughout British Columbia to encourage Aboriginal youth aged 15-29 to explore employment and education options. Conference speakers include representatives from First Nations and Aboriginal organizations, industry, advanced education and government who speak with participants and share information and expertise about how to find a good job, enhance their education or start a small business.

- A change was made to the B.C. Student Assistance Program (BCSAP) to allow single parents one extra year (normal program length plus two years) in which to complete their program and still qualify for loan remission.

- The International Credential Evaluation Service (ICES) is part of the Open Learning Agency, a fully accredited, publicly-funded post-secondary institution located in British Columbia. ICES provides educational evaluation services to clients who have completed post-secondary studies outside Canada. ICES evaluation reports provide a comparison of those credentials to studies completed in Canada.

- The Ministry of Aboriginal Affairs holds responsibilities for the First Citizen's Fund, which provides bursaries to Aboriginal students to encourage continuing education.

- Forest Renewal BC provides individual, one-on-one career counselling with qualified career counsellors who assist the individual to develop a return to work action plan. Funding may be provided to the individual when a plan is in place.

- The Ministry of Education provides tuition-free secondary programs for non-graduates. In addition, most adult learning centres provide flexible hours, different teaching styles (i.e. traditional classroom and self paced) and sometimes also provide day-care.

- The Ministry of Social Development & Economic Security provides financial incentives through Income Assistance training allowances (child care, transportation incentive allowances, learning assistance technology for handicapped persons, volunteer incentives), and by tuition/seat purchase in employment/training programs. It also provides non-financial incentives: on behalf of the ministry, training consultants and agencies deliver services, provide career counselling and labour market information, and work with individuals to develop a training plan.

In the Northwest Territories, financial services are provided through student financial assistance, income support and the Building Essential Skills Program (for EI recipients only). Non-financial support takes the form of career and education planning through regionalized career centres; support is also provided through Northern Student Services Officers.

Section D: Selection of Institutions, Programs/Courses and Clients

18. Criteria for selection and funding of institutions adult education/training:

The criteria used for selecting and funding institutions vary by jurisdiction. However, many indicate that they use factors such as access and labour market demands as a basis for funding.

In PEI, ease of access, flexible entry and exit, Prior Learning Assessment and Recognition, outcomes-based or competency-based approaches, modular learning methods, the capability to provide delivery services province-wide, the ability to provide certified instructors, and to provide resources within a specified budget are all used to select and fund institutions.

In Nova Scotia, funding is given only to support the public institutions.

In New Brunswick, the funding of public universities is mediated through the Maritimes Provinces Higher Education Commission (MPHEC). The New Brunswick Community Colleges (NBCC) prepare an Annual Business Plan, which is used for funding decisions.

In Quebec, annual budgetary guidelines for school boards provide the basis for the allocation of funds to secondary education institutions. The guidelines are different for adult general education and vocational education.

The basic allocation for adult general education includes a closed budgetary envelope and an allocation for distance education. The closed budgetary envelope makes a distinction between students less than 18 years old and those over 18 years old, and takes into consideration the requirements regarding human resources, support resources and material resources to deliver the training. The envelope for distance education takes also in consideration the requirements regarding human resources, support resources and material resources to deliver the training.

The basic allocation for vocational education takes into consideration the requirements regarding human resources, support resources and material resources to deliver the training and the provision of other educational services such as prior learning assessment and recognition, distance education, etc.

In Ontario:

- Under the Literacy and Basic Skills Program, funds are provided mainly to an existing roster of agencies. The base funding for an agency is determined by factors such as historic funding levels, geography, accessibility, growth or rationalization of the agency or its services meeting MTCU guidelines, and participation in local planning, market pressures; continued funding is based on program quality, and meeting contractual obligations (business plan). New agencies are considered for funding only if there is a demonstrated need in a community and funds are available.

- For apprenticeship programs, employers are approved as sponsors if they can provide the training outlined in the training standard and agree to the terms of the apprenticeship agreement. Colleges and private training centres are selected and funded if they can demonstrate that they have the equipment and instructional staff to deliver the approved curriculum and agree to deliver that curriculum. The number and location of training providers depends also on the number of apprentices requiring in-school training in any particular trade.

- The general guidelines used for selecting projects under the Access to Professions and Trades Unit (APT) apply to any adult education project, and include consideration of factors such as barriers to access, models of best practice; and labour market demands.

- Selection of Strategic Skills Investment projects is on a competitive basis. Partnerships of business and training institutions compete for funding by participating in periodic calls for proposals.

In Manitoba, factors such as labour market demand, skills shortages, results-based outcomes (measured by employment results), and cost per client, are taken into consideration. Adult learning centres must be affiliated with a school board and must use certified teachers.

In Saskatchewan, the province has a co-ordinated array of public institutions that are funded to meet the needs of the provincial and regional educational and labour market demands. Consideration is also given to population distribution and demographic factors.

In Alberta, public institutions eligible for government funding are determined in legislation. New programs are approved through competitive processes, taking into account anticipated cost, program demand, institutional business plan goals, capacity to provide programs, and broad learning system directions. Key department business plan criteria include accessibility, responsiveness, affordability, and research excellence. The department has a comprehensive accountability framework consisting of performance measures, three year business plan framework audited financial statements, and public reporting which also inform the program approval process.

In British Columbia:

- The school district is the provider under the School Act for all school district-based adult graduation programs. Each adult learning centre operates independently of the high school and caters to the needs of adults; it takes account of factors such as self-paced continuous intake programs, flexible hours, on-site childcare, modular learning, and traditional classroom learning.

- Prior Learning Assessment and Recognition (PLAR) is used extensively in adult programs.

- Programs funded by the Ministry of Social Development & Economic Security are based on factors such as the relationship with other adult learning services, access (geographic and physical), and relevance to local labour market demands.

- The Ministry of Advanced Education Training and Technology funds all public post-secondary institutions. A new funding mechanism is under development and is expected to be implemented for the 2001/02 fiscal year. The ministry also provides funding for Community Skills Centres, which are intended to provide innovative, flexible opportunities for the delivery of courses and programs that have been identified for a particular community (i.e. retraining existing workers and training marginalized workers).

In the Northwest Territories, the base funding to Aurora College is carried out through the College Funding Allocation System; proposals are also submitted by NGOs for specialized clientele.

19. Sources of information for adults to identify and meet their needs:

Most jurisdictions use many sources of information including: follow-up surveys of graduates; information on skill requirements; career exploration/career counselling; needs assessment and diagnostic learning assessments; and training development plans.

In Newfoundland and Labrador, the Department of Education conducts an annual follow-up survey of all graduates in post-secondary institutions. Information is collected on student satisfaction, loan levels, migration, labour market outcomes, and the relation between employment and training.

In PEI, information such as Labour Market Information, special surveys, and career counselling are used to help adults identify their needs. Adults are also expected to research the area they are interested in to determine employment prospects.

In Nova Scotia:

- The Apprenticeship Division (Department of Education) uses a needs inventory in apprenticeship training.
- The Private Career Colleges Section in the department will be instituting a graduate follow-up survey of students in private career colleges in 2001-02.
- *Career Options*, a publication produced by the Department of Education, provides information on a wide range of occupations available in the Nova Scotia labour market and labour market conditions.
- *Labour Market Information @ Work in Nova Scotia: A Guide for Practitioners* provides a basic foundation of labour market information upon which individuals can build and enhance their knowledge.
- Nova Scotia Community College uses the *Community College Graduate Follow-Up Survey Report* published by the Department of Education (this is the final year for the survey). Career Counselling is provided by Student Services Offices.
- The program evaluation and implementation policy of the College de l'Acadie requires the participation of industry representatives, an analysis of job placement for graduates through an annual Graduate Employment Survey and labour market needs. The admissions process requires discussion of career objectives.
- Participants in programs in the Department of Community Services are directed to information maintained by the Department of Education, Human Resource Development Canada and other agencies. Use of generic career development tools and services is common.

In New Brunswick:

- Career counsellors are employed in all schools and colleges.
- Provincial departments and Human Resource Development Canada (HRDC) co-operate in an annual skill shortages guide.

- Employability skills are incorporated in all programs, and the relevant information is distributed to all high schools and colleges.

In Quebec, counselling services are available in the local employment centres. Various Web sites provide Labour Market Information, the results of follow-up studies, information on training institutions, information on training programmes and admission requirements etc. School boards also provide reception, referral and guidance services either in regional centres or in individual adult general education centres and vocational education centres.

In Ontario:

- The Job Connect Program provides information and referral services to clients on careers and occupations, the local labour market, training opportunities and job search strategies; other/subsequent education and training needs are identified through the development of short- and long- term goals and an action plan to prepare clients for employment. A Training Hotline provides a central point of access to Ontario's training and employment initiatives. Information counsellors assess callers' needs to determine appropriate programs and services. The hotline is useful for both youth and adults, and includes information on employment counselling centres, programs for youth (age 16 to 24), and literacy networks.

- About half of the apprenticeship programs include academic readiness assessment and referral tools to help adults assess their readiness for apprenticeship. Information brochures and other marketing information are based on labour market data from Ontario Jobs Futures, Statistics Canada, collective agreements and industry. Industry committees help identify training priorities.

- The Independent Learning Centre in the Ministry Of Education offers a counselling service to help students identify the courses they need to complete their high school diploma.

- In 1998, the ministry introduced Key Performance Indicators (KPI) to measure how well colleges are meeting the needs of students and employers. The indicators include the employment rates of graduates and the satisfaction of graduates, employers and students. The results of the KPIs for each college are published so that applicants can identify high-quality programs that meet their needs.

- In 1998-99, the ministry also introduced KPI for the university system, in partnership with the province's universities (including the Ontario College of Art and Design). University graduates are asked to complete a survey which includes questions concerning their employment situation since graduation. Information is collected and published according to institution and program of study, regarding graduate employment six months after graduation, graduate employment two years after graduation, and graduation rate.

In Manitoba, each Employment Centre provides a wide range of information, services and programs for clients. Labour Market Information is available in printed form, and is accessible through the Internet on computers in the centres, needs determination services, individual and group counselling, group sessions on job search, and 90-day follow-ups. A variety of labour market information is used within the ministry including labour force statistics, occupational profiles, and short-term occupational forecasting information.

In Saskatchewan, the Canada-Saskatchewan Career and Employment Services, located at 20 sites across the province, uses an assisted self-service model with clients to facilitate their career planning. Clients have access to on-line services, including the *SaskNetWork* site, which includes information on resume writing, jobs, career/interest assessments, etc. A key aspect of career planning for clients eligible for EI is an action plan that includes discrete steps that the client should follow to successfully reattach to the labour force. Local labour market information about the proposed area of work forms an initial element of action planning. Clients use a variety of tools, ranging from the internet to one-on-one interviews with employers, to research work opportunities, conditions, wages and so on, related to their proposed area of work and/or study.

In Alberta, adult learners have access to a variety of electronic, print, and in person labour market information, surveys regarding employment and student placement outcomes for specific training programs, and individualized career counselling.

In British Columbia:

- Forest Renewal BC provides all clients with an opportunity to access career counselling (including testing and one-on-one counselling). The counsellor and the individual develop a plan, which includes a detailed budget on how the individual can be self-supporting through re-training, as well as provide complete and up to date labour market information.

- The Industry Training and Apprenticeship Commission conducts in-house labour market analysis and also contracts research from consultants and other public agencies and ministries.

- The Ministry of Education has recently carried out the Kindergarten to Grade12 Adult Learner Outcomes Survey, which provides information on the satisfaction of completers or near-completers with their program.

- The Ministry of Social Development & Economic Security uses a variety of information including: BC Benefits longitudinal follow-up of clients; post-secondary access information; career exploration/career counselling; training plan development; Labour Market Information (regional and provincial); and some needs assessment and diagnostic learning assessments.

- The sources of information used by the Ministry of Advanced Education Training and Technology to help adults identify and meet their needs for education/training include:

    - Guide to British Columbia's Public Post-secondary Institutions, offering a global view of the types of programs offered at B.C. institutions, and the kind of credentials that can be obtained.

    - Labour market information available in a variety of forms, including on-line career, job and labour market information.

    - Funding to each public post-secondary institution for student support services such as career counselling, placement assessments, and employment services.

In the Northwest Territories, use is made of: the Labour Force Survey; career and education planning through career centres; career libraries with computer and print access to educational information and calendars; special promotional campaigns; and other such initiatives.

20. Criteria used to select the adult courses/programs to be funded:

Employer needs and labour market demands are generally taken into consideration in selecting the courses or programs to be funded.

In Newfoundland and Labrador, the Department of Education approves private college programs pursuant to the Private Training Act and Regulations.

In PEI, labour market demand, trainee demand, graduate placement or follow-up surveys, quality assessment of institution/program and the Literacy Strategy for the province are used to select the adult education/training courses/programs to be funded.

In Nova Scotia, the Apprenticeship Division (Department of Education) considers the following factors in selecting courses of programs: labour market demand; trainee demand; labour market analysis; and employment trends. The Department of Community Services recruits persons with disabilities for various adult education and training provided by Rehabilitation Programs and Services.

In New Brunswick various criteria are used; but there is no standard policy.

In Quebec, relevant information is available from a follow-up study at the secondary education level and a follow-up study at the college level. These studies provide information on the labour market demand, the situation of graduates, etc.

In Ontario:

- Based on proposals from industry, the Ontario government approves new apprenticeship programs using criteria such as: Industry sponsor/employer association; detailed definition of the trade or occupation; number of employees/apprentices; training process; and employment opportunities.

- The criteria used to assess post-secondary programs offered by colleges of applied arts and technology include labour market demand.

- Starting in 2000-2001, the government will distribute a percentage of the provincial operating grant to colleges and universities based on each institution's performance in relation to three Key Performance Indicators: graduate employment, graduate satisfaction, and employer satisfaction for colleges, and graduate employment six months after graduation, graduate employment two years after graduation, and graduation rate, for universities.

- Under Strategic Skills Investment, the projects, which are selected through a competitive process, are those that:

- create strategic skills essential for building business competitiveness,

- increase the responsiveness of training institutions to business needs,

- include a significant investment by the business and institutional partners.

In Alberta, the criteria used to select the adult education/training courses/programs to be funded include:

- Student volume (full time)
- Program completion rate
- Freshman student persistence
- Transfer student performance
- Student satisfaction
- Cost per student, cost per graduate
- Employment outcomes

In British Columbia:

- All new degree and non-degree (certificate and diploma) programs being proposed at public post-secondary institutions, and requesting base funding in whole or in part from the Ministry of Advanced Education, Training and Technology must go through a program approval process. The program review for new degrees focuses on the following:
  - Does it provide open access, articulation, transferability, laddering potential or bridging opportunities for students?
  - To what extent does this program address priority interests or concerns identified in the Ministry's strategic plan for the future of the British Columbia college, institute and agency system?
  - How does the program add societal and economic value to the total system of British Columbia post-secondary education? i.e. How does the program fulfill the mandate of the institution submitting the proposal and complement the existing offerings at i) the institution, and ii) other British Columbia post-secondary institutions? Is there a potential for unnecessary duplication of service in a program area also offered by another British Columbia institution?
  - Is there a clear demonstration of labour market and student demand for this program?
  - What are the anticipated benefits/cost of the program? What are the cost implications (capital and operating)?

Proposals for new non-degree programs are evaluated using the following criteria:

- Purpose and benefits, program delivery, consultations, labour market demand, student demand and enrolment, curriculum, institutional resources, costs, transferability and laddering, work experience, evaluation, planning, institutional priority of the program
- Continuing education or other full cost recovery (i.e. non-base funded) programs (ex. contract training) do not currently require educational approval.

- Forest Renewal BC reviews requests for funding based on factors such as: the demand for the proposed employment goal in the geographical area; an achievable and realistic plan; the length of the proposed re-training; the location of proposed training; the quality of the training provider.

The Industry Training and Apprenticeship Commission funds training mainly geared to industry needs/employer demand, and training for under-represented groups.

In the Northwest Territories, employer demand (resource industries) and guidelines for income support are taken into account in funding programs. The criteria used to assess Aurora College programs include labour market demand.

21. Criteria used to select clients for specific courses/programs:

The criteria used to select clients vary by program and province/territory: these include factors such as age and the need for remedial education/training. Some course/programs are reserved for target groups, such as Aboriginal persons, women, and recipients of income assistance.

In Newfoundland and Labrador, the selection criteria used in association with the Skill Development Employment Benefit Program are designed primarily to meet the needs of those who need remedial training.

In PEI, any adult Islander who has not completed Grade 12 is eligible as long as he/she is 18 years of age or older and out of school for at least one year.

In Nova Scotia:

- Registration as an apprentice requires successful completion of grade 12 or an acceptable equivalent of education and experience. No places are reserved for special target groups. Consultation with industry identifies needs in apprenticeship training.

- Employability Assistance for Persons with Disabilities Target group is available to persons with disabilities.

- For community-based literacy organizations, clients are selected based on their academic needs and the available and appropriate programs to meet those needs. Targeted funding is provided to organizations working with the deaf, ESL, Acadian, African-Canadian and Mi'Kmaq communities.

- The Nova Scotia Community College is committed to improving educational equality within the College. As part of this commitment, at least two seats are reserved in each core program section for applicants who are residents of Nova Scotia, one each for an Aboriginal person and an African Canadian. In addition, at least two seats in each first-level core program section are reserved for College graduates of Level 4 Academic Upgrading or Pre-Technology as appropriate. Applicants eligible for these reserved seats are encouraged to self-identify on the Nova Scotia Community College application form.

- For the Collège de l'Acadie, regular full-time programs require a high school completion certificate; but some programs have math and language requirements. The college has a

specific target group only in the sense that the college and its programs exist for the French speaking minority of the Province.

- The Department of Community Services does not select clients for training programs. Clients approved by an institution to enter training may be eligible to specific supports if the training is required to secure employment.

In New Brunswick, all programs have specified entrance requirements; however, an Intervention Program (literary/academic upgrading) is used for target groups who do not meet entrance requirements.

In Quebec, there are no specific requirements for admission to secondary education. For admission to vocational training, candidates must have successfully completed level 3 of secondary education (including second language and mathematics). For admission to college, candidates must have successfully completed the following subjects: mother tongue (level 5); second language (level 4); history of Quebec and Canada (level 4); physical sciences (level 4); and diploma of secondary studies. Clients of Emploi-Québec are referred to training following the implementation of a policy on clients selection and a process for the development of an individualized plan for the integration, training and employment.

In Ontario:

- Clients entering the Literacy And Basic Skills Program are generally at least 19 years of age, must have literacy skills within IALS levels 1 and 2 (approximately reading/writing/numeracy skills below grade 9/10), must be out of school, and must have the ability to set a goal. Depending on the availability of programming in the community and the ability of the individual to benefit from the program, exceptions to the 19 year old minimum age may occur.

- Clients in the Job Connect Program have access only the services that they need; eligibility criteria are related to credibility and employability within the labour market.

- Clients are not selected for apprenticeship training, and they must first find an employer and then be assessed by the ministry for eligibility. Apprentices must be at least 16 years of age, and must have successfully completed Grade 12 or Grade 10 or equivalent (there are a few exceptions). Criteria are defined in legislation, regulations and policy.

- Adults in the Independent Learning Centre are allowed to take any secondary school course if they have taken the prerequisite course (if applicable).

In Saskatchewan, some programs are reserved for specific target groups: EAPD and programs for aboriginal students including those at Gabriel Dumont Institute, and Saskatchewan Native Teacher Education Program (SUNTEP), and the Northern Teacher Education Program (NORTEP) which is aimed at aboriginal people and northern residents.

In Alberta, in general clients are not selected for programs: instead, clients select programs. Some programs are specifically targeted to persons in specific target groups (e.g. those receiving social assistance, Aboriginal persons).

In British Columbia:

- Under the legislation governing the public post-secondary system, institutions are granted authority to determine all questions relating to the admission of students. Admissions criteria vary by program and institution.
    - A number of institutions offer targeted programs and courses for Aboriginal learners in program areas such as law, First Nations Studies and teacher training.
    - Adult Special Education (ASE) programs are made available to individuals with permanent disabilities or combinations of learning difficulties.
    - To be eligible for the Adult Graduation Diploma, a person must be 19 years or older. An 18 year-old who has been out of school for at least a year may be admitted with approval from the institution.
    - The Quick Response Training Program is targeted at training for individuals living in small and remote communities with urgent needs or emerging job opportunities.
    - The Skills for Employment Program (SEP) is primarily targeted at training for individuals who are unemployed to prepare them for re-entry to the work force.
- The student bursary program funded by the First Citizen's fund (Ministry of Aboriginal Affairs) is available to Aboriginal students meeting educational criteria.
- Adult clients of the Ministry of Education must be non-graduates who are 19 or older; courses and programs are not reserved for special groups.
- Programs in the Ministry of Social Development & Economic Security may have specified target groups, which include women, the disabled, youth, youth "at risk", aboriginal persons; visible minc. ties and recent immigrants.

In the Northwest Territories, some college programs are reserved for target groups : Income Support recipients, clients eligible for EI, and those in need of Adult Basic Education.

22. Methods to select clients from hard to reach groups and institutions dedicated to specific groups:

A variety of methods is used for hard to reach groups. These include advertising and the use community-based agencies; some attempts are being made to use the Internet to improve access in remote areas. Special programs have been instituted for target groups such as aboriginal groups.

In PEI, clients who would benefit from such programs are identified by staff in Health and Social Services. EI counsellors do the same for their clients. There are also some public awareness campaigns. One literacy program is located on a reserve but generally native Islanders attend programs off the reserve.

In Nova Scotia:

- A component of the Skills Development Agreement between the Department of Community Services, the Department of Education, Nova Scotia Community College and

HRDC targets equity group members (African Nova Scotians, persons with disabilities and women) to ensure access to community college courses.

- The Office of the Coordinator, Nova Scotia Community College African Canadian Student Affairs, was established in January 1995. The mandate of the Coordinator is to increase the population of African Canadians attending the campuses of the Nova Scotia Community College and to increase the retention rate of the African Canadian student population. In addition the coordinator is to promote the awareness of the programs and services of the College to the African Nova Scotian community and to ascertain their training needs and relate them to the college, to create an inclusive and welcoming environment for African Canadian students and to raise the awareness of the African Canadian experience and presence in Nova Scotia within the college campuses. The Coordinator is available to assist and support staff, and also new, prospective and returning students from the African Canadian community to the College.

- The Nova Scotia Community College is committed to providing students with special needs reasonable, equal and safe accessibility to all programs and services offered by the College. The college policy shall reflect the content and spirit of the *Nova Scotia Human Rights Act and the Canadian Charter of Rights and Freedom.*

- The First Nations of Nova Scotia is an integral part of the college population with unique educational needs. The Coordinator, First Nations Student Services provides appropriate, culturally sensitive and specific services for First Nations students through implementing appropriate mechanisms and programming. Focussing on recruitment and retention of First Nations students college-wide, the Coordinator addresses the issue of college accessibility for members of the First Nations Community and supports individual First Nations students enrolled in Nova Scotia Community College programs.

- The College de l'Acadie serves the French language minority, which is less than 5% of the total population of the province.

In New Brunswick, distance delivery is used for hard to reach clients; community-based or workplace-based learning initiatives (especially literacy) are also used.

In Quebec, there are no special selection criteria for Natives, and the same curriculum is used. However, there are particular requirements for Cree Indians and the Inuit, which are specified in agreements with the federal and Quebec governments. Emploi-Québec uses a client selection policy to the advantage of adults referred to training. A specific service provided by the Centres jeunesse emploi (CJE) is directed at adults from 16 to 30 years of age."

In Ontario:

- All literacy learners are considered hard to reach because of the stigma associated with not having the ability to read and write. Agencies involved with the Literacy And Basic Skills Program may be dedicated to the service of one of the four "streams": Anglophone, Francophone, Native and Deaf.

- Some apprenticeship programs are developed and delivered by aboriginal groups.

- In collaboration with Skills for Change (community agency), the Ministry Of Training Colleges And Universities has developed the Sector Specific Information, Terminology

and Counselling (STIC) project. The program content of STIC is tailored specifically to the needs of immigrants in specific sectors: the clients for STIC are foreign trained individuals in need of upgrading/orientation to assist them in applying for work or professional licensing.

- The Ministry of Training, Colleges and Universities provides targeted grants to universities and colleges of applied arts and technology to help improve access for students with disabilities. While there are no publicly funded colleges or universities designated for Aboriginal students, the ministry provides targeted operating grants to institutions to assist them in making their programs and services more accessible to Aboriginal peoples.

- The Ministry of Education funds six Native specific adult education and training sites in Ontario, which deal with academic upgrading. These sites also have articulating agreements with colleges and universities.

- The Independent Learning Centre (ILC) in the Ministry Of Education has instituted a number of programs for hard to reach students. In a system of final test invigilation, students take the final test in their own community with a supervisor approved by the ILC. ILC also offers courses over the Internet where education programs are unavailable. Other measures include the creation of a web-based question and answer forum relating to all science courses, and a program for students to submit work electronically. ILC also provides educational opportunities for prison inmates, as well as clients of halfway houses, shelters, social agencies, and labour adjustment programs.

In Manitoba, the province provides funding for community organizations, such as the Centre for Aboriginal Human Resource Development, which provides a wide variety of programs for Aboriginal people in urban Winnipeg.

In Saskatchewan, special methods are used to select clients from hard to reach groups. For the Northern Teacher Education Program (NORTEP) program, members of the NORTEP Council recommend individuals from their communities to register in the NORTEP/NORPAC (Northern Professional Access College) Programs. The Saskatchewan University Native Teacher Education Program, (SUNTEP) and Gabriel Dumont Institute are available to Métis students throughout the province who are recommended through a letter of support from their community. The Saskatchewan Institute of Applied Arts and Science Technology (SIAST) designates 10% of its seats for aboriginal students, which is an approximate representation of the aboriginal population in the province. SIAST also has an equity policy to ensure participation from other target groups such as persons with disabilities or women in non-traditional roles.

Athabasca University in Alberta is a distance education institution, available to students wherever they may live. Alberta also has a comprehensive network of community-based colleges, providing agriculture programming, technical, vocational, and university transfer programs throughout Alberta. Many of these institutions offer alternative means of service delivery, including distance education. A number of initiatives are also underway to allow flexible approaches to instruction in apprenticeship and industry training.

In British Columbia:

- The Ministry of Advanced Education Training and Technology has used grant funding to establish the Training and Services Support Program, which provides services and equipment to individuals with permanent disabilities who require this assistance to attend

post secondary studies. The province has two institutions dedicated to serving the education and training needs of Aboriginal learners:

  - The Institute of Indigenous Government, and
  - The Nicola Valley Institute of Technology

- The ministry also provides discretionary funding to public post secondary institutions and Aboriginal organizations through institutional and partnership initiatives to support the implementation of the Aboriginal Post Secondary Education and Training Policy Framework. These funds sustain a variety of education programs from Adult Basic Education to degree programs as well as services to Aboriginal learners through grants to fund First Nations Coordinators in 21 institutions.
  - The Aboriginal Special Project Fund has two components:
  - The ***Aboriginal Limited Term Fund*** is designed to fund new Aboriginal programs, and covers expenditures for the development of new curriculum, minor equipment purchase and the instructional costs.
- The ***Enhanced Aboriginal Support Fund*** supports activities designed to increase enrolment or provide for transition support and/or retention activities for Aboriginal learners on a one time only basis.
- The Ministry of Aboriginal Affairs provides bursary information through many avenues: a ministry web site, friendship centres, and youth career fairs. Several institutions are run by and directed to the aboriginal education sector:
- The Industry Training and Apprenticeship Commission has instituted a program for under-represented groups.
- The school district continuing education centres advertise their services through course calendar mail outs, drop boxes, in libraries, Laundromats, on sides of buses, etc. The Ministry of Education also has an Aboriginal Education Department, which will soon begin liaising with the Field Services Branch and the adult education section.
- The Ministry of Social Development & Economic Security has developed outreach programs for street youth, for those with alcohol and drug problems, for youth wishing to exit the sex trade, and for aboriginal target groups (using culturally relevant programming). Some programs are delivered in various languages. In larger urban areas such as Vancouver, the ministry has the capacity to contract with agencies dealing with specific groups, such as aboriginal persons, immigrants, and disabled persons.

In the Northwest Territories, the majority of students are Aboriginal. The top priorities of Aurora College and the Department of Education, Culture and Employment are adult literacy and basic education programs.

Section E: Evaluation of Adult Education/Training

23. Methods for evaluating programs:

There is considerable variation in the evaluation methods in different departments/ministries in the various jurisdictions. Some carry out formal evaluations, while others simply informally assess programs using performance indicators. Some evaluations or assessments are carried out by external evaluators, while others are carried out by departments/ministries. Many use graduate follow-up surveys, which examine labour market outcomes, satisfaction with the program, and other such factors.

In Newfoundland and Labrador, the public post-secondary system (i.e. the College of the North Atlantic and Memorial University) is responsible for ongoing evaluation of programs. The Department of Education is responsible for monitoring programs in the private college system. The department also conducts an annual graduate follow-up survey, which examines labour market outcomes, as well as satisfaction with program/institution choices.

In PEI, the Literacy/ABE program is evaluated annually. Surveys of graduates from post-secondary institutions are carried out on a regular basis.

In Nova Scotia:

- The Apprenticeship Division (Department of Education) conducts a student follow-up survey twice per year. Programs are also monitored by the staff.
- A graduate student follow-up survey of private career colleges will be conducted next year.
- For Rehabilitation Programs and Services, strategies will be in place in the year 2000, to gather data on student completion of training programs, retention in training, failure rate, effectiveness in transition from training environment to employment, and reasons for discontinuation of training.
- Staff in the department provide on-going support and informal monitoring of Community Learning Initiatives. Program surveys are periodically carried out, in addition to focus groups. Staff in the department also provide on-going support and informal monitoring of Workplace Education Initiatives. They also conduct program evaluation surveys.
- Nova Scotia Community College has Faculty Working Groups and Program Advisory Committees; it also conducts a Graduate Follow-up Survey (this is the last year for the survey).
- One third of all regular full-time programs in the College de l'Acadie are evaluated every year.

In New Brunswick, a graduate survey is conducted annually for the community college system; a graduate survey is conducted periodically for universities.

In Quebec, follow-up surveys were completed through telephone interviews. For graduates of professional training at the secondary level, all who received a diploma of professional studies and an attestation of

professional specialization were interviewed. For graduates at the college level, all technical training graduates were interviewed; and a representative sample of pre-university graduates was interviewed.

In Ontario:

- Performance indicators are used in monitoring and evaluating the Literacy And Basic Skills Program (LBS). LBS staff monitor agencies through site visits at least once per year; they also meet with instructors, learners, and the Board of Directors. Literacy agencies submit statistics twice per year, and these are used to monitor programs.

- In the Job Connect Program, core measures (based on customer service, effectiveness, and efficiency), form part of an ongoing evaluation of performance in terms of standards.

- Apprenticeship data (numbers of new registrants, entry education grade level, enrolment in the in-school component, and program completions) are collected by sector on an annual basis. Apprentices are also surveyed from time to time to obtain data on their socio-economic and demographic background and their experience with the program.

- An external evaluation has been conducted on the Sector Specific Information, Terminology and Counselling (STIC) pilot project.

- The programs offered by post-secondary institutions are not evaluated. However, the Ministry of Training Colleges and Universities (in partnership with the institutions), has introduced key performance indicators to measure performance: these cover graduate employment, graduate satisfaction, employer satisfaction, student satisfaction and graduation rates.

- Students in the Independent Learning Centre are asked to evaluate recently completed courses, both with respect to the content, and to the service provided by teaching staff.

In Manitoba, the Labour Market Development Agreement with the federal government includes a process for joint evaluation of programs: a formative evaluation after the first year and a second evaluation in the third year. A follow-up survey to determine the employment status of participants is conducted 90 days and one year after training. Student surveys are carried out from time to time, and visits to private vocational schools are made on an as-needed basis (usually for the investigation of complaints, financial viability, etc). WORKFORCE 2000 evaluates courses, seminars and workshops supported through sectoral training initiatives. Summative evaluations are conducted on a selected project basis.

In Saskatchewan:

- Evaluation activities within the department are being conducted within the context of a new government-wide accountability framework.

- To date, the approach has been to establish an evaluation working group comprised of departmental and stakeholder representatives who develop an evaluation framework outlining key evaluation questions and indicators in relation to the policy, program or service's objectives. Third party evaluators have been contracted to do the evaluation work and have used a range of methods including participant, non-participant and employer surveys; interviews with key stakeholders; focus groups; and case studies. The evaluators analyse the findings and draw conclusions, and the Evaluation Working Group

develops recommendations. In-depth evaluations are expected every three to five years and are based on annual self-assessments.

- The Department of Post-Secondary Education and Skills Training (PSEST) is also undertaking a joint evaluation with the federal government on the Labour Market Development Agreement.

- Under legislation, reviews of the Saskatchewan Institute of Applied Arts and Science Technology (SIAST) and the regional colleges are required every five years. SIAST conducts such evaluations; it also conducts an annual follow-up survey of its graduates. PSEST conducts a similar survey for Private Vocational Schools.

- At the university level, all departments undergo periodic program reviews, including site visits by external assessors; program reviews which include assessments of the faculty and the curriculum, and assessment of student satisfaction; all professional colleges (e.g. Medicine, Engineering, Veterinary Medicine, and Education) also undergo periodic reviews by national accreditation committees.

In Alberta, programs are approved initially based upon accreditation review criteria, including program cost, demand, employment rates. Once the program has stabilized and quality exists, the program is no longer conditionally funded. Through the department's accountability framework, each institution is required to complete graduate satisfaction surveys as well as employment surveys, to report these results to the department, and to make the results public. The survey formats are specified in key performance indicator manuals and must be made available to the public on demand. The institution is also required to report on completion rates, cost per student, and other indicators. Institutions are also funded on the basis of performance.

In British Columbia:

- The Ministry of Aboriginal Affairs carries out a general review of its program, usually at the annual Native Economic Development Advisory Board meetings when new fiscal funding is discussed.

- Forest Renewal BC conducts surveys to determine the labour market attachment of graduates on completion of re-training; but these surveys do not provide information on the success of the training program itself.

- The Industry Training and Apprenticeship Commission evaluates all programs; outcomes surveys are conducted by third parties.

- The Ministry of Education has recently completed an Adult Learners Outcomes survey for Kindergarten to grade 12, which provides information on their satisfaction with the graduation programs. Data are also kept on course completions and graduation rates, and movement into post-secondary institutions will soon be available. The adult learning centres in the school districts are currently undergoing an accountability process: a Field Services Branch staff member will be conducting audits of programs.

- The Ministry of Social Development & Economic Security has a number of evaluation initiatives: a Longitudinal Panel Survey of Income Assistance Recipients on the use of employability training; random assignment research on impacts to Income Assistance

accounts; a yearly evaluation plan; established programs are evaluated about every five years; new programs are implemented with an evaluation framework.

- The effectiveness of programs on adult education/training is evaluated in a variety of ways, including surveys of graduates, performance measurement reports, annual reports by the Ministry of Advanced education, Training and Technology and miscellaneous studies.

    - Each year, a college and institute student outcomes survey project is undertaken with funding from Human Resources and Development Canada and MAETT, under the Canada/BC Strategic Initiative Program. The Outcomes Working Group (OWG), which oversees all aspects of this project, is a partnership between colleges and institutes, and system bodies such as MAETT, the Advanced Education Council of BC, and the BC Council on Admissions and Transfer. Under the guidance of OWG, four annual publications are produced.

    - Outcomes information is collected annually from former baccalaureate graduates in the University Student Outcomes Project. This information is used to assess the employment and education outcomes of the former baccalaureate graduates.

    - The On Track: Private Training Outcomes Survey is an on-going follow-up survey designed to capture information about graduates' learning experience in programs offered by British Columbia's private training institutions.

    - An annual report on the co-operative education fund provides an overview of co-operative education activities at public post secondary institutions in British Columbia who receive funding provided through the Co-operative Education Fund of BC.

    - An annual performance measurement report measures post-secondary performance as a basis for continual improvements and reports on system effectiveness and efficiency, including adult education/training programs. This report is the product of ongoing consultation and collaboration between the Ministry and system partners and representatives, including board members, college and institute presidents, faculty, staff and students. The Report was developed by MAETT with the Standing Committee on Evaluation and Accountability, and in cooperation with its sub-committee, the Key Performance Indicators Working Group.

    - A study on employability skills for BC examined the broad-based "employability skills" required in new recruits by small- and medium-sized organizations in British Columbia.

    - A student outcomes pilot survey was conducted with former students with disabilities, from six British Columbia colleges, who enrolled in Adult Special Education courses of study. The individuals contacted for this study were surveyed for their satisfaction with their studies, their evaluation of the programs, and their employment and education outcomes.

    - A former student outcomes survey of Aboriginal learners in the college and institute system examined the employment, further education, and satisfaction out-comes of Aboriginal and non-Aboriginal former students who attended BC public colleges

and institutes. The report compares the outcomes of Aboriginal and non-Aboriginal former students from three program areas: Arts and Science, Applied Programs, and Adult Basic Education (ABE).

- The Ministry annual report provides an accounting to the legislature and the people of British Columbia for the performance of BCs publicly funded post-secondary education and skills development systems.

In the Northwest Territories, formal evaluations of the post-secondary diploma program are carried out by external evaluators; Aurora College is responsible for evaluating its own programs and conducts an annual graduate follow-up survey. The Department of Education, Culture and Employment publishes a post-secondary indicators report, which covers student financial assistance programs, literacy levels of adults over 15 years, graduate satisfaction and labour market activities.

24. Major changes over the past 5 years:

There have been many changes in adult education/training over the past five years. Many jurisdictions indicate that the most significant change has been the change by Human Resources Development Canada (HRDC) from institutional support to individual support. Other major changes include the consolidation of programs and providers, and the impact of technology.

Newfoundland and Labrador:

- Focus by Human Resources Development Canada (HRDC) on support for individuals.
- Increase in the number of private colleges since 1993: this is the result of money available through the fisheries adjustment programs.
- Amalgamation of the 5 regional public colleges in 1996 to form the College of the North Atlantic.

In PEI, the major change is that any adult Islander has the opportunity to participate in adult education programs at the secondary level, free of charge and with no other financial affiliation required.

Nova Scotia:

- A significant increase in certification requirements for all occupations
- Increased flexibility in provision of training including Internet delivery
- Major advances in assistive technology that remove some of the barriers that persons with disabilities experience in education settings
- Increased focus on literacy's link to economic development
- Increase in number of students attending Community College
- Demand for individualized services increasing
- Supportive and remediation services required to enhance retention

- Increased use of technology in education settings
- Increase in number of community and workplace -based literacy programs
- Increased need for a continuum of programs and services to respond to adult basic education needs
- Increasing student debt
- Greater focus on areas of skill shortages
- Reduction of duplication and over supply
- Increase in customized approaches to specific sectors

New Brunswick:

- Increase in alternate delivery mechanisms.
- Increase in student debt, which has affected access.

Quebec:

A proposed policy on continuing education is under study. Changes anticipated as a result of the implementation of this policy include:

- A concerted effort to raise literacy levels among the adult population;
- Equitable access to knowledge through accessible, high-quality enrolment, assistance and referral services;
- Educational services adapted to the lifestyles of adults wishing to enrol in continuing education, provided in various locations, and in a variety of forms;
- Increased recognition of prior learning;
- Improved coordination of services;
- Revision of adult-sector general education, vocational and technical education programs, initial and in-service teacher training programs, and where necessary, the creation new programs;
- Support for research;
- Improved information, guidance and counselling services;
- Support to aboriginal communities.

Ontario:

- Literacy And Basic Skills Program: introduction of a single program for adult learners; introduction of a goal-directed, outcomes-based training approach; introduction of a results-based consistent funding model; increased emphasis on accountability; and greater links to employability.

- Apprenticeship: reform of legislation; expansion to include telecommunications and new service occupations (such as help-desk information technology support analyst).

- Ministry Of Education: introduction of the G.E.D. test in 1996; change in funding of adult credit enrolment; introduction of the Canadian Language Benchmarks in adult English as a Second Language assessment and curricula, amalgamation of school boards; changes in funding of adult facilities; HRDC SDEB and its impact on non-credit adult training offered by colleges and school boards.

- Independent Learning Centre: decrease in enrolment since the refundable deposit was instituted (August 1998) and since decrease in funding.

- Introduction of new programs aimed at meeting strategic skills needs and closing skill gaps such as the $130 million Strategic Skills Investment and $228 million Access to Opportunities Program.

Manitoba:

- Impact of demographics (e.g. ageing and the Aboriginal population).

- Impact of information and communications technologies.

- Devolution of responsibilities for Employment Insurance under the Labour Market Development Agreement with the federal government.

- Growth in number of adults returning to high school, the number of adult learning centres and corresponding enrolments.

- Private Vocational training: (a) training providers have changed a substantial amount from private institutions to public institutions providing "for profit" training, unions, community organizations, etc.; (b) private training has assumed a perceived importance as a potential solution to economic difficulties (e.g. training the unemployed) and skills shortages; (c) new and emerging technologies have changed the private training field through fibre optics, Internet, distance education technologies, etc.; (d) product specific training (e.g. NOVELL, Microsoft) has greatly expanded, impacting the private training industry; and (e) training delivery methods have increased to include self-paced and continuous learning using computers, Internet, etc.

Saskatchewan:

- Repositioning the universities, Saskatchewan Institute of Applied Science and Technology (SIAST), and the regional colleges to build on their strengths and address institutional as well as systemic constraints to their renewal: questions of quality and access.

- The MacKay Report (1996) established the basis for both universities and government action: Faculty Renewal, Development of new funding and capital mechanisms, Articulation of institutional priorities by each university, public accountability.

- Development of a delivery system for career and employment services: use of Internet-based tools to deliver an assisted self-service model that facilitates adult clients moving to independence; first government in Canada to develop an Internet-based job order system to facilitate its widely dispersed population and advanced technological tools.

Alberta:

- Move to a comprehensive accountability framework and performance based funding framework

- Tuition fee policy, allowing institutions to increase tuition fee revenue to 30% of net operating expenditures

- Transfer of responsibility from the federal government to provide educational funding to employment insurance recipients to support adult learning activities.

British Columbia:

- Changes in EI legislation led to phase out of federal "block purchase of training", and replacement with a "client-centred" approach.

- Introduction of the Canada Health and Social Transfer – CHST.

- Elimination of labour market expenditures for training and employment programs from the general government revenues, except for programs for youth and aboriginal persons.

- Ministry of Education: establishment of the common graduation certificate used jointly by college adult education providers and the school district adult education providers; change in course requirements; use of Prior Learning Assessment and Recognition (PLAR).

- Ministry of Social Development & Economic Security: increase use of "on job" work experience; earlier interventions (job referrals and training) at the start of income assistance; de-emphasis on Adult Basic Education (ABE) and ESL; use of self-employment training; focus on labour market attachment at the expense of other programs.

- Ministry of Advanced Education, Training and Technology: Prior Learning Assessment; development of an Educational Technology Policy Framework; independent degree granting powers granted to university colleges; implementation of *Charting A New Course*, a strategic plan for the college, university college, institute and agency system. establishment of the Technical University of British Columbia; establishment of Royal Roads University; rationalization and coordination of the delivery of adult basic education with the K-12 system; increasing demand for continuing education; tuition held to 1995/96 levels; implementation of an Aboriginal treaty for the Nisga'a First Nation, including powers over post-secondary education; implementation of programming to facilitate the transition from social assistance to employment; better articulation, including the development of core programming.; establishment of 21,000 new student spaces in

public post-secondary institutions; implementation of the Provincial Learning Network, a common telecommunications network linking K-12 schools, colleges, institutes and other agencies.

Northwest Territories:

- Change in HRDC policy and LMDA.
- Fewer funds and expectation that private sector should take on more responsibility in training.
- Increased educational levels and enrolments.

25. Anticipated changes over the next 5 years:

Changes anticipated over the next five years vary considerably by program and jurisdiction. Some jurisdictions point to the need for continuing integration and accountability, and most suggest that technology will play an increasingly important role. Some jurisdictions see a growing need for special groups, such as native people.

Newfoundland and Labrador:

- Number of private training institutions will decline because of demise of fisheries adjustment programs, and change by HRDC to a client-driven system.
- Decline in Kindergarten to Grade 12 expected to lead to decline in post-secondary enrolments: institutions will be challenged to maintain program offerings, and may place increasing emphasis on international recruitment.

PEI:

- Increased numbers of adults looking for adult education programs
- Increased standards and accountability

Nova Scotia:

- Increase in demand for Apprenticeship opportunities accompanied by a demand for flexible delivery which includes Internet delivery.
- Continued growth in the number of learning disabled and cognitively challenged students who are entering post-secondary and employment environments.
- Increasing numbers of students pursuing Community College training
- Increase in customer service and customization of programming tailored to meet industry and labour market needs.
- Technology mediated access to training will be more widespread and more affordable.

- Provision of coordinated adult basic education opportunities will be in place.

- With a preponderance of short term contracts and decreasing job security the provision of adult education and training along a continuum with opportunities to learn across the lifespan will be necessary in a rapidly changing job market.

- Globalization will continue to influence education and training.

New Brunswick:

- Increased pressure on education institutions, no flexibility, increased access, reduced costs.

Quebec:

- A proposed policy on continuing education is understudy. Changes anticipated following the implementation of this policy include:

- A concerted effort to raise literacy levels among the adult population;

- Equitable access to knowledge through accessible, high-quality enrolment, assistance and referral services as well as financial assistance measures adapted to situation of adults;

- Educational services adapted to the lifestyles of adults wishing to enrol in continuing education, provided in various locations, and in a variety of forms;

- Increased recognition of prior learning for educational purposes;

- The establishment or development of a process for the recognition of skills for occupational purposes;

- To put emphasis on the fact that the *Loi favorisant le développement de la formation de la main-d'œuvre* is

- Improved coordination of services;

- Revision of adult-sector general education, vocational and technical education programs, initial and in-service teacher training programs, and where necessary, the creation new programs;

- Support for research;

- Improved information, guidance and counselling services;

- Support to aboriginal communities

Ontario:

- Better portability of learning (Literacy Outcomes, Skills Passport, Canadian Language Benchmarks); continued emphasis on accountability and results; impact of secondary school and training Prior Learning Assessment and Recognition (PLAR), and Academic Credential Assessment Service (ACAS) making pathways smoother and reducing barriers;

improved professionalism of adult ESL training with new Instructor Certification Protocol; move toward fee-based/user-pay programs; greater uptake of GED reducing time spent in formal education; greater use of computer-based learning.

- Apprenticeship and Certification Act (January 1, 2000) will bring about radical changes because of: more flexible legislative framework; streamlined approval process for new trades; encouragement for participation by apprentices and sponsors; stronger role for industry; continued application of apprenticeship training in the construction industry. Other expected changes in apprenticeship: increase in technologically based apprenticeships and those from the service sector; increased use of CD-ROM and Internet-based training; increased use of modular training and PLAR.

- Independent Learning Centre: increase in enrolment as adult education programs supported by school boards decrease; increased use of technology will radically change Adult Education (especially distance education); more partnerships to maintain viability as a means of program delivery; challenges posed by new diploma requirements; expanded services dictated by continuous assessment of the changing needs of the adult education community.

- On-going restructuring of the post-secondary system, including increasing access to a broader range of degree and diploma opportunities including:

  - the creation of more than 73,000 new student spaces through the SuperBuild Growth Fund, which sponsors capital projects in colleges and universities. The government's contribution to date totals about $1 billion, with partners' contributions of $800 million.

  - Ontario's colleges of applied arts and technology will be able to offer applied degrees on a pilot project basis; up to eight projects per year will be approved for three years.

  - The establishment of private degree-granting institutions in Ontario

  - To ensure high quality, the government is establishing a Quality Assessment Board to provide advice to the Minister on the quality of new applied degree programs and new degree programs offered by private degree-granting institutions.

  - A four-year nursing baccalaureate degree will be a requirement to practice as of 2005 and will be offered through collaborative college-university programs starting in September 2001. Overall the government will invest $22.6 million over the next seven years to support the restructuring of nursing education.

  - The expanded use of information and communications technologies to meet increased demand for post-secondary education and to address the knowledge and skills required for the digital economy.

Manitoba:

- Continued impact of demographics (primarily resulting in greater opportunities for Aboriginal people and a focus on older learners), greater articulation in adult learning, and a refocusing of resources.

- Increased emphasis on college programming; longer-term training to develop skills in short supply in the labour market; increasing demand for individuals with high level computer skills; greater emphasis on programs and services for Aboriginal people; more programming to assist immigrants make the transition to the workplace.

- Likely amendments to the current Private Vocational Schools legislation to establish a training completion fund, to strengthen consumer protection, to provide greater flexibility for new technologies, to meet demands of industry, and to address difficulties in enforcing legislation.

Saskatchewan:

- Focus on students and the development of high quality programs and more extensive use of mediated forms of teaching.

- Focus on defining high quality post-secondary education: provide students with current up-to-date content and skills, to effectively link most recent knowledge and technology, and to integrate research and teaching; provide students with the necessary skills for personal development and for functioning effectively in society; equip students with the skills needed to adapt to continually evolving careers.

- Continued integration of labour market and post-secondary institutions: increased demand and greater expectations, especially in relation to First Nations and Métis people, greater use of technology from a range of providers, more focus on who should be paying for what, e.g., individual, employer, government; increased policy attention on the role of the private sector within the post-secondary system, less tolerance for inflexibility and lack of responsiveness within the sector; need for greater federal support for capacity and access, more focus on education and training for those already employed; competition with other provincial sectors for funding (PLAR, Credit Transfer), more learner-centred activities.

- Continued development and adaptation of technologically based products including the internet will be a key development in the delivery of career and employment services as well as labour market related programs through both public and private education and training institutions; new funding framework for community based organisations (CBO) will change relationships in the adult education and training system, and ensure that all segments of the system use accountability measures.

Alberta:

- growth in the delivery of education by private providers

- enhanced global competition (including distance learning), and increased competition in general

- increased demand for adult learning opportunities, which will likely be accomplished using innovative strategies (including technology)

- an ageing and more diverse adult learning clientele

- learning customized to individual and/or employer need

- growth of learning opportunities in information and communications technology, and other high-tech knowledge sectors

- increasing collaboration/partnerships within the learning community.

British Columbia:

- Ministry of Advanced Education: changes in eligibility for Employment Insurance and Income Assistance have led to fewer clients – education and training programs need to be relevant to the needs of these clients; with shift to a "client-centred" approach, more onus is put on training providers at the local level to determine and offer relevant programs.

- Industry Training and Apprenticeship Commission: greater emphasis on investment in developing human capital and basic skills levels.

- Ministry of Education: increased accountability, increased cooperation between the school districts and colleges providing adult secondary graduation programs.

- Ministry of Social Development & Economic Security: greater use of individual learning needs assessment; more specific and longer-term training; increased emphasis on special needs groups (handicapped, aboriginal learners, disabled); greater expectations of employer-sponsored training; more preventative work.

- Ministry of Advanced Education, Training and Technology: Continued expansion of the public post-secondary system to meet population and economic demands; on-going evolution of the university colleges; further development of accountability frameworks for the public post-secondary education system; greater integration of the planning processes of all institutional sectors, including the university sector; implementation of the Educational Technology Policy Framework; enhanced flexibility, innovation and responsiveness to learner needs in the face of expanded educational opportunities from outside the public post-secondary system; Greater responsiveness to the demands of regional communities in transition; rapid expansion of data available to measure system activity levels, student demand, student enrolment, transition and completion, linkages between BC systems and other data bases, and the use of data to drive policy decisions

Northwest Territories:

- Aboriginal governments may assume responsibility for community-based Adult Basic Education (ABE); implementation of ABE standards and curriculum.

- Increased number of partnerships (Aurora College with universities) to deliver training; more "targeted" training linked to jobs; greater demand for university level/professional programming.

- Increased use and publication of performance indicators in monitoring and evaluating post-secondary programs.

26. Major gaps in adult learning:

Jurisdictions have identified many major gaps in adult learning. Some important gaps appear to be: the provision of education/training to individuals in remote areas; access to technology; workplace-based training; and the availability of data and research, especially at the local level.

Newfoundland and Labrador:

- Identification of opportunities for credit transfer, notably with institutions outside the province.
- Distance Education.
- Marketing of programs outside the country.

Prince Edward Island:

- Lack of well-developed curriculum for adults at lower levels.
- Great need for well-qualified adult educators. We expect our instructors to have both a provincial teacher's license (public school) with post-graduate courses and preferably certification in adult education.
- Lack of instructors with a strong background in adult literacy.
- Major gaps for learning opportunities for non-unionized trades people.

Nova Scotia:

- Currently the lack of a comprehensive strategy to support learning and labour market attachment for adult Nova Scotians is a major gap. The Adult Basic Education Initiative will address this issue.
- There is a need for the private career college programs to be more closely aligned with labour market needs.
- There is limited availability of learning technologies to improve success rates of persons with disabilities in post-secondary training.
- There is a need for improved access to career counselling and guidance there is a continued need increase computer literacy.
- Specific to social assistance recipients, greater efforts must be made to support the inclusion of equity groups.
- Learning opportunities must be identified across the skills continuum.
- Acceptance of PLAR more broadly will assist individuals to gain access to new opportunities.

New Brunswick:

- Low proportion of high school graduates who continue to post-secondary education (currently only 25%).

Quebec:

- There are gaps in the following areas:
- Prevention of illiteracy.
- Services adapted to the needs and life styles of adults.
- Recognition of prior learning.
- Distance education.
- Accessibility.
- Research.
- Information, guidance and counselling services.

Ontario:

- Workplace training.
- Academic upgrading for adults.
- Consistent, coordinated, information and referral/service planning systems at the local level.
- Workplace on-site language training (ESL).
- Occupation-specific language and communications training for foreign trained professionals and tradespersons to work in Ontario: workplace experience/mentorship, orientation to the laws, regulations and nature of professional practice, and specific technical upgrading/bridging.
- Reluctance of some employers to sponsor apprenticeships for training.
- More opportunities for adults in remote areas to belong to learning communities (interaction with other students and teachers).
- Accessibility to technology, i.e. the actual hardware and the skills to use it effectively, particularly for distance education.
- Continued funding pressures affecting unmet learning needs, curriculum and education practice.

Manitoba:

- Meeting the needs of the existing workforce: most programs/interventions focus on new labour market entrants and the unemployed, but demographics and changing skill requirements call for more attention to human resource development of existing workers.

- Programming and financial support to provide training of existing workers, particularly for those in entry level, full or part-time, minimum wage jobs; lack of a training culture in business.

- Training programs for entry level health care providers.

Saskatchewan:

- Lack of focus on the adult learner factors that facilitate and constrain ability to participate in adult learning activity: what constitutes an adult learner; lack of informational technology training (particularly in areas such as computer programming, repair, etc.); other technical vocational training; effective upgrading and variety in post-secondary programs for aboriginal learners; capacity and resources to meet demands; data/research on which to base decisions.

In Alberta, there are no major gaps, just a growing volume and diversity of learner and employer demands for learning.

British Columbia:

- Ministry of Advanced Education: elements missing from the continuum of labour market services include Prior Learning Assessment, Credentials Assessment and Job-Specific Skills Training; labour market programs often address short-term industry-driven critical skills needs instead of supporting for example literacy and numeracy skills, which support long term attachment to the labour force and opportunities in well-paying sectors.

- Forest Renewal BC: Occupational standards would allow for more labour market mobility; more joint training initiatives and increased ability to attract investment; challenge to get to industry to work with education and training providers, labour and government to develop a coherent and forward looking labour market strategy.

- Industry Training and Apprenticeship Commission: Better link between education and industry needs.

- Ministry of Education: in transition to workplace, college and school district systems not quite parallel in terms of funding and accessibility.

- Ministry of Social Development & Economic Security: under-utilization of educational technology especially for special needs groups and geographically isolated learners; need for more staff training and development of staff delivery/overseeing employability training; need to disaggregate data sources to more discrete client groups in order to identify more precisely outcomes/impacts over the short term; need to identify longer term impacts of training; research and pilot testing of programs adult learners; need for new approaches to programs for young adults; training within the organization to shift to client-centred programs.

- Ministry of Advanced Education, Training and Technology: greater flexibility to respond to changing labour market demands; capacity to keep up with increasing demand for skilled IT workers in emerging technology fields; more effective programs to ensure planning for the Aboriginal recruitment and retention of a rapidly growing Aboriginal population in public post-secondary institutions, in order to meet the educational needs of Aboriginal learners, and to provide the human resources required for First Nations capacity building

Northwest Territories:

- Provision of services in small, isolated communities.
- Available funding does not adequately address the need and demand for Adult Basic Education (ABE).
- Unmet needs re aboriginal language and culture.
- No mechanism to support adult learner in ABE program.
- Capacity and resources to meet demands.
- Labour market programs often address short-term industry-driven critical needs instead of supporting literacy and numeracy skills.

Section F: Research and innovative practices

27. Research interests and priorities, and R&D budget

Research and priorities vary by jurisdiction. Many seem concerned with developing better Labour Market Information and analysis, with access by disadvantaged groups (e.g. native peoples, social assistance recipients), and with the use of technology for training. Some have a special budget for R&D, but most do not.

Newfoundland and Labrador:

- Identify barriers preventing high school students from attending post-secondary studies, with particular emphasis on the role of career counselling and access to career information.
- Review achievement and retention levels at both the secondary and post-secondary levels; identify potential problems for college students for credit transfer.
- Transitions from post-secondary education to the labour market; labour market supply/demand imbalances.

Prince Edward Island:

- Low level literacy learners are a difficult group to reach.
- No R&D budget.

Nova Scotia:

- The Department of education has no special budget for R&D but individual Divisions carry out typical research projects as needed. The focus changes with program priorities, the following are some examples of areas where research would be helpful:

- To define barriers experienced by persons with disabilities environment and implement strategies to remove them the Rehabilitation Program and Services have the following research supports: Assistive technology for persons with disabilities; assessments by Ergonomics; Rehabilitation Technical Specialists; Blind and Low Vision Specialists; Deaf and Hard of Hearing Specialists; and Learning Disability Specialists.

- *Community-Based Literacy Organizations:* The role of Information Technology in supporting adults in literacy and upgrading programs. The challenge of meeting increased demands for program standards, meeting curriculum outcomes, professionalization and accountability on a largely volunteer infrastructure.

- The College de l'Acadie generally does not conduct primary research. R&D activities are specifically tailored to current programs and the development of future course options.

- The Department of Community Services does not have special R&D resources though they maintain interest in the learning outcomes of social assistance recipients involved in related programs.

New Brunswick:

- Transition, Prior Learning Assessment and Recognition (PLAR), Credit Transfer, Employability, Distance Delivery.

- No special R&D budget in place: some funding for special initiatives.

Quebec:

- Participation in an international study on literacy and other life skills, which are important in every day life.

- Research on literacy in Quebec: present status and perspectives.

Ontario:

- Literacy and Basic Skills Program: learning outcomes, numeracy, workplace literacy, social assistance recipients, computer-based literacy learning, common assessment. R&D budget is $2 million.

- Apprenticeship (MTCU): small budget to support alternative methods of delivery of the in-school component of apprenticeship training – focus on modularized training, distance education and evaluating academic readiness.

- Independent Learning Centre: options to enhance traditional curriculum delivery (paper-based) with technology (e.g. collaborative conferencing, and CD-ROM/web-based

independent learning programs). R&D projects are funded by redirecting program funds to development budget.

Manitoba:

- Growing demand for high quality, timely Labour Market Information (demand and supply) for decision-making by individuals, industry, institutions and government: usually small allocation of resources within ministries for this purpose.

- Need to study the effectiveness of adult education programs and what happens to students who fail to achieve success.

- "Research and Innovation" (in Labour Market Development Agreement) supports "research, design and pilot projects which identify better ways of helping individuals prepare for, return to or keep employment". Projects include: matching Stages of Literacy and Learning with levels in International Adult Literacy Survey (IALS), Essential Skills and National Occupational Classification (NOC) in HRDC; CD-ROMs for distance delivery of college courses such as Emergency Nursing Techniques; Internet platform for delivery of college curriculum; graduate follow-up survey for college and university graduates; development of distance education delivery for Health Care Aid, Early Childhood Educator.

Saskatchewan:

- R&D in adult education is largely the responsibility of post-secondary institutions. However, the Strategic Plan for the Ministry of Post-Secondary Education and Skills Training (PSEST) includes: a commitment to an annual environmental scan for the sector (best practices and socio-demographic trends); the Saskatchewan Labour Market Trends Report (the labour market impact of aging); the importance of education and training for First Nations and Métis people; and the impact of the aging labour force on provincial economic growth. PSEST has completed a labour market analysis of nursing and is conducting analysis of occupations at risk of shortage. PSEST is examining the most effective ways of providing skill-building opportunities in areas such as using multi-media tools for client career and employment service interventions.

Alberta:

- Accessibility

- Aboriginal education

- Integration of institutional funding and student assistance programs

- Review of student assistance funding options

- Review of the funding framework for institutions.

British Columbia:

- Forest Renewal BC: Occupational Skills Standards exist for some areas, but limited (e.g. certification for professional foresters, forestry technicians and millwrights); Best Practices related to industry and government joint ventures.

- Industry Training and Apprenticeship Commission: members of under-represented groups such as aboriginal people, visible minorities, women, and people with disabilities.

- Ministry of Education: accountability of adult programs; use of educational technology.

- Ministry of Social Development & Economic Security: major emphasis on employability training for persons on welfare; no research budget, but funds available for pilot and demonstration projects.

- The Ministry of Advanced Education Training and Technology conducts labour market research and analysis to assist in new program review and approval. In addition, the Centre for Education Information Standards and Services conducts a range of research initiatives on behalf of the ministry on a project by project basis, including research on student outcomes and labour force statistics.

Northwest Territories:

- No special budget for R&D.

28. Innovative practices or programs

Most jurisdictions use some innovative practices. These often involve technology (such as modularized learning processes, distance education, Internet-based learning). Some use innovative approaches for training of disadvantaged groups: e.g. institutions controlled by Native peoples, self-assessment for social assistance recipients.

Newfoundland:

- Centralized electronic registration system for all adult basic education students in the province.

Prince Edward Island:

- The Literacy/ABE program is worthy of note because of its broad approach.

- Workplace Education PEI Literacy Initiative is also significant in responding to small business needs.

Nova Scotia:

- The Apprenticeship Division in the Department of Education is working with the Nova Scotia Community College to modify apprenticeship training designed for the classrooms for Internet delivery.

- The Nova Scotia Community College offers students an alternate means of course delivery through the Virtual Campus. The Virtual Campus is a college resource that exists on the Internet. Learners can access their education and training through an Internet-connected terminal. The Virtual Campus forms the centre of a flexible Alternate Delivery model of education and training.

- The College de l'Acadie has a network of four video conferencing systems that deliver virtual instruction in 6 learning centres in Nova Scotia and Prince Edward Island from 8:30 to 5:30 every day for 10 months of the academic year. At present 9 programs are offered.

New Brunswick:

- Use of IT for program delivery, especially by private sector trainers, community college.

- Community Access Initiatives (Connect NB, Tele-Education NB).

- Community-based literacy initiatives (Literacy NB).

Quebec:

- Distance training is available in French and English on the Internet.

- The Université du Quebec also offers distance education on the Internet.

- Community-based literacy initiatives (Regional Literacy Councils).

- School board-Emploi-Québec partnerships projects for out-reach to specific high-risk clientele (for example, the long-term unemployed, welfare recipients, unemployed single-mothers, 16 to 24 year olds without diplomas).

- Family literacy programs (for example, Alpha A à Z).

- Passe-partout – a television program directed at young children.

Ontario:

- Literacy and Basic Skills Program: Alpharoute, an Internet-based literacy training system available in English or French (accessible in September 2000), provides learners with support from mentors; learning outcomes provide a basis for measuring progress and for assessment; new model for delivery of workplace literacy where employers/employees incur cost of training while government provides support in terms of information sharing, development of tools and learning materials, building community capacity and encouraging best practices.

- Apprenticeship: Automotive Service Technician Program: self-paced distance education using text, video, CD-ROM and interactive computer format.

- Post Secondary Education: distance education in colleges and universities delivered through a variety of technologies from correspondence courses to Internet-based courses, CD-ROMS, and audio and video conferencing; Contact North (telecommunications

network to assist universities, colleges and secondary schools in offering distance education in northern Ontario); Contact South (consortium of 20 colleges coordinating the development and delivery of web-based continuing education courses).

- Independent Learning Centre: E-Journal (allows students to submit work electronically); Overseas Teacher Professional Development (online instruction and collaborative conferencing), professional development of teachers in isolated countries/communities, program for First Nations schools; web-based independent learning materials for Grade 9 students wishing to change from academic to applied courses (and vice-versa).

Manitoba:

- Quality partnerships between business, labour, colleges and provincial government to plan and develop training capacity in many sectors.

- The Urban Circle Training Centre uses a holistic model of education and training, which addresses the employment and educational goals of participants within the context of Aboriginal culture, utilizing the philosophy of the Medicine Wheel. This approach allows Aboriginal learners to access opportunities, and encourages them to address issues such as poverty, abuse, the struggle for cultural identity, the lack of family support, low education levels and low self-esteem, etc.

Saskatchewan:

- Establishment of Aboriginally controlled post-secondary institutions including: The Saskatchewan Indian Federated College (SIFC); Gabriel Dumont Institute (GDI) and the SUNTEP program, Saskatchewan Indian Institute of Technologies (SIIT), and NORTEP/NORPAC. Legislation is being developed which will allow SIIT to grant its own diplomas.

- Assisted Self-service Model for career and employment service delivery based on use of Internet browsers and use of multi-media products: facilitates computer familiarity and use among Social Assistance Recipients (SARs).

- The two universities have engaged in a range of collaborative projects, some related to program development and delivery, others focused on innovative skills development and experiential learning assessment.

Alberta:

- The most innovative "best practice" is the province's practice of funding institutions based on performance.

British Columbia:

- Most school district adult learning centres try innovative approaches, such as the use of technology for modularized, self-paced programs: for example, The Gateway Community Learning Centre in Armstrong BC is part of a UBC pilot project using web-based programs for learning.

- Ministry of Social Development & Economic Security: currently field-testing "employability assessment" tool for Income Assistance clients (administered using a telephonic platform technology); currently initiating a "prevention" program in conjunction with the Ministry of Education to develop local approaches to school retention in areas with higher than average welfare usage.

- The Kaleidoscope 2000 conference was held in Vancouver, BC in April-May 2000. The conference brought together students, staff, faculty, administrators and policy-makers from every public post-secondary institution to share ways to create conditions that support, foster and improve student learning. A Good Practice Registry has been developed from the conference submissions.

Northwest Territories:

- Community-based literacy initiatives (Northwest Territories Literacy Council)

- Digital Communications Network – high speed digital telecommunications services in all 32 Northwest Territories communities

- Aurora College is delivering 3 diploma programs – Teacher Education, Social Work and Nursing – in the context of Aboriginal culture and in partnership with 3 southern universities.

APPENDIX II: FEDERAL PROGRAMS IN ADULT LEARNING

Introduction and Summary

This section provides a summary of a scan of the policies and programs of the Government of Canada in the areas of human resource development with a particular focus on adult learning. The scan is based on a review of official documents and a series of key informant and group interviews almost exclusively with officials in Human Resources Development Canada (HRDC). It is similar in scope and content to the survey of provinces and territories described above; but it is substantially different in that it is based on interviews rather than on a questionnaire.

Rationale for federal involvement in adult learning

The primary rationale for a federal involvement in labour market policies, and in adult learning in particular, stems in large part from federal responsibilities for the national economy, and hence for jobs and economic growth. Successive federal governments have considered that intervention in the labour market is an effective and low risk way of increasing economic growth. And the growing consensus that skills and knowledge are closely linked to economic and social development in a rapidly changing world has strengthened the commitment of the federal policymakers to lifelong learning and human resource issues.

A second rationale for federal involvement is based on social equity. Training has been seen as a way of assisting disadvantaged groups in improving their economic prospects. There is also concern that the poor and the less educated are among those most vulnerable to the economic changes that are likely to result from globalization and changes in technology.

The following excerpt from the Speech from the Throne summarize these views succinctly:

> "Expanding Canadians' access to knowledge and skills is one of the most significant challenges facing us as we prepare for the 21st Century. Our quality of life as Canadians and our economic prospects as a country depend on our abilities to think, innovate and create in a world transformed by information and technology. The changes that are taking place in the economy are altering the way Canadians work and the skills they need to find a job, to keep a job, or to move onto a better job. ... The emerging global marketplace offers an enormous opportunity to create more Canadian jobs, more Canadian growth and more Canadian influence in the world. It provides expanding opportunities to secure a higher quality of life for all Canadians".

Federal labour market and human resource development policies have focused on three major issues:

How can the government intervene in labour markets? And what types of programs will be effective? An examination of the Active Manpower Policy adopted by the OECD in 1964 shows that labour market programs, such as adult training and the provision of Labour Market Information (LMI), have been

adopted by the federal government for many years. However labour markets have changed in the interim, and much has been learned about which interventions work in what circumstances and in what combinations.

What is the appropriate role of the federal government, especially compared with that of the provinces and territories?

How can private sector and public sector organizations and individuals be engaged in labour market interventions? Their commitment and active participation is a key element in effective and less intrusive interventions.

Federal involvement in adult or lifelong learning takes two main forms: support for post-secondary education, and occupational skills training.

Support for post-secondary education

The federal government has made contributions for post-secondary education for many years. This support is now included under the Canada Health and Social Transfer (CHST): under CHST, the federal government provides funding to provincial and territorial governments for post-secondary education, health care and other social programs. Some support is provided in the form of tax transfers to the provinces/territories, which were instituted in 1997.

The federal government also provides student loans for post-secondary studies under the Canada Student Loans (CSLP) program, which is currently administered by HRDC. It has also provided, since 1995, Canada Study Grants to assist students with permanent disabilities, high-need part-time students, and women in certain doctoral studies. In response to growing concerns about the rising levels of student debt and defaults on loans, the federal government has modified the CSLP by extending the period of eligibility for interest relief. The Canadian Opportunities Strategy in 1998 contained a new Canada Study Grant for students with dependants; and it included provisions for interest relief, for loan repayment, and for tax credits for interest payments on student loans; the Strategy also established the Canada Millennium Scholarship Foundation for providing scholarships on the basis of merit and need for full-time post-secondary studies.

This support for post-secondary education has clearly had a major impact on adult learning. Although many students enter post secondary institutions directly after finishing high school and pursue their post-secondary studies without interruption (other than a summer break), the age composition of those receiving loans for full-time studies shows that many students (especially those in public and private colleges) are over 25 years of age. In addition, many adult students take extension courses in fields such as business and education on a part-time basis. The post-secondary education system is also seen as a crucial part of the education system in a high education economy. Moreover, post-secondary graduates are more likely to be lifelong learners although their subsequent learning does not always take place in post-secondary institutions.

The Speech from the Throne also emphasizes the role of strategic partnerships in the development and delivery of labour market and human resource development programs. It calls for building partnerships with provincial/territorial governments and with the public and private sectors in order to establish a national action plan on skills. The action plan will focus on lifelong learning, will address the challenge of poor literacy among adults, and will provide citizens with the information they need to make good investments in learning.

Developing strategic partnerships with provincial and territorial governments in the design and delivery of programs is not new. Indeed, given the fact that that the provinces/territories have exclusive jurisdiction in education and wide-ranging powers on labour matters, federal-provincial/territorial cooperation in labour market programming becomes essential. Some effective models of such cooperation in the design and delivery of programs have evolved over the years. The Canada Students Loans Program provides a good example: provinces/territories deliver the federal portion of student loans, and the eligibility criteria have been harmonized among jurisdictions. However, Quebec and the territories deliver their own loan programs exclusively with compensation from the federal government for the costs associated with running the federal program. The National Literacy Secretariat (NLS) of HRDC provides another model of federal provincial/territorial partnership. The NLS is not directly involved in delivering the teaching of reading and writing skills to Canadians: these are delivered by the provinces/territories through the education system, and by voluntary groups, literacy organizations, and labour and other groups that have an expertise in the area.

Occupational skills training

Since the introduction of the Adult Occupational Training Act (AOTA) in the mid-1960s, the federal government has purchased training courses or seats from provincial/territorial institutions or private schools for its clients, particularly the unemployed. 'Adult' was defined by program criteria; in order to qualify, clients had to be at least one year above the school leaving age and out of school for more that one year. These criteria were intended to distinguish between training and schooling. The AOTA also recognized that income support was necessary if training were to be truly affordable: training allowances were therefore paid to trainees who were out of school for more than three years or who had dependants.

The course purchase arrangements under the AOTA ended in 1996 with the announcement that the federal government would work with the provinces to ensure an orderly withdrawal of federal support for training and to explore new working arrangements with the provinces/territories. A new era in labour market programming in Canada was ushered in with the Employment Insurance (EI) Act.

The EI Act established guidelines for the development of active employment benefits and the maintenance of the employment services that would ensure that the Canada Employment Insurance Commission (CEIC), which is now part of HRDC, would work in concert with provincial and territorial governments. The Act also allowed CEIC to enter into an agreement with a government to provide payment for contributions for all or a portion of any costs of benefits or measures provided by the government that were similar to employment benefits. Quebec chose what is described as a transfer agreement in principle, and all other jurisdictions with the exception of Ontario have entered into a Labour Market Development Agreement (LMDA) with the federal government. A number of jurisdictions chose a co-management option in which HRDC remains responsible for implementation. Other jurisdictions signed agreements that essentially transferred the responsibility for the design and delivery of active employment benefits (including skill development) and some selected employment services to the jurisdiction.

The active employment measures provided under Part II of the EI Act include targeted wage subsidies, targeted earnings supplements, self-employment, job creation, and skills development. They also include support measures for employment services such as counselling, labour market partnerships, and R&D. In order to be eligible for the direct services such as skills development, individuals must have a current EI claim or one that ended in the preceding three years (reach-back), or have a maternity or parental claim that began in the preceding five years (after which they left the labour market to care for children).

The joint work of the Forum of Labour Market Ministers (FLMM) on the skills agenda for the 21st century provides an example of the progress achieved in forging partnerships with provincial and territorial

governments. The elements in the agenda include post-secondary education, labour mobility, labour market information, seasonal workers, older workers and youth.

The EI Act does not cover all occupational skills training supported by HRDC: the department continues to fund training from the Consolidated Revenue Fund (CRF). This includes training that is often incidental to programs for groups such as youth-at-risk and persons with disabilities. Funds from the CRF are also used for services for aboriginal persons under Aboriginal Human Resources Development Strategies.

Partnerships with private sector and public sector associations are also crucial to the success of a skills and knowledge agenda. HRDC has developed a highly successful approach in developing such partnerships. During the late 1980s and early 1990s, the federal government explored many options for engaging the private sector in training and human resource development issues. In 1991, it launched the Canadian Labour Force Development Board (CLFDB) and attempted to establish a network of provincial and local level boards. The CLFDB was inspired by European models of business and labour co-management of labour market programs. The experiment with the CLFDB and regional boards was not entirely successful: however, the boards did succeed in creating effective networks between industry and the education community, and the CLFDB provided leadership in the areas of labour standards and Prior Learning Assessment and Recognition (PLAR).

Sector Councils were also developed during these years. These councils had their origins in the Sector Studies activities of the Canadian Occupational Projections System (COPS) and in the work of the Industrial Adjustment Service. Sector Councils bring together representatives from business, labour, education and other professional groups and have proved highly effective in addressing human resource issues in key sectors of the Canadian economy.

The Sector Councils have been active in developing voluntary occupational and skills standards; but they have also been active in training, school-to-work transitions, LMI and career information. A key objective of sector partnerships is to strengthen the human resource development capacity of a critical sector, and especially that of small and medium enterprises. The expansion of sector partnerships is a key element in the federal skills agenda.

It became clear during discussions with officials in HRDC that there have also been significant changes in the overall philosophy and approach to training. Perhaps the most important of these is the active role that the client is expected to play in training. The client is responsible for preparing a return-to-work action plan and for negotiating a package of loans and grants with a consultant. The client must also find a training course and make arrangements with the provider; and depending on means and circumstances, the client may contribute financially. Although the new system is client-driven, the skills development must be job-related, and specific consideration must be given to the individual's capabilities and to local labour market conditions, in order to ensure that an informed choice is made. As in the past, the range of choices is determined by the availability of courses from local providers and on how local institutions decide the courses they should offer. In a sense, this approach to skills development is similar to that in the post-secondary system (which has existed for many years) in which students must choose from a broad set of options.

For such systems to be effective, clients and students must have access to high quality information on labour market opportunities and on available training opportunities. As is the case for the post-secondary education system, highly motivated clients with lifelong learning skills and attitudes and able to access and process information from many sources will likely be most capable of meeting this challenge.

Another recent policy shift evident in skills development is that training is no longer seen as the main answer to all employment problems. Most of the unemployed are expected to find work directly; and skills

development may not be the best remedy even for those facing employment barriers. Benefits and support services can be tailored to the needs of the client and to the circumstances of the local economy.

The provision of LMI is a major component of the skills agenda for the 21st Century adopted by the Labour Ministers. Better information on the labour market (such as data on wages, job openings, training opportunities and certification), is a critical element in helping Canadians acquire the skills needed to plan their careers in the new economy. As recognized in the recent report of the Expert Panel on Skills, Canada is a world leader in the development of high quality LMI. HRDC and its predecessor departments have devoted considerable resources to the development of LMI and to labour market research more broadly. LMI was integral to the operation of the National Employment Service since its inception. LMI was also a component of the active manpower policies adopted by the Department of Manpower and Immigration in the mid-1960s.

HRDC investments in LMI include key Statistics Canada surveys such as the National Graduates Surveys (NGS), the International Adult Literacy Survey (IALS) and the Adult Education and Training Survey (AETS). Officials in HRDC also work with Statistics Canada to develop new surveys in meet the LMI needs of the department and its clients. LMI is a term that covers a broad range of data and data products, from labour market profiles of local economies to counselling products such as *Job Futures*. It includes databases at various levels of geographic and sectoral detail. Given the range of products, and the specialized expertise needed to develop LMI products and to meet the needs of the range of clients and applications, it is not surprising that the responsibilities for LMI are widely diffused throughout HRDC.

Computer technology (particularly the Internet) has had a tremendous effect on the design and cost-effectiveness of LMI products and applications. The CanLearn system of information on learning opportunities (described in detail later in this appendix) is a good example of the types of LMI products for adult learners that are now feasible. CanLearn is quite different from other counselling products in that it includes an interactive module specifically designed for adult learners (the Adult Learner Planner). Those with the required information skills and motivation can now access a wealth of LMI using computer technologies.

HRDC has also been a world leader in program evaluation. Federal training programs have been subject to comprehensive evaluation since the mid-1960s and evaluation methodologies have evolved and have been improved over the years. The Evaluation and Data Development (EDD) Branch is one of the largest evaluation groups in the federal government. Lessons learned from previous adult training programs funded by HRDC and its predecessor departments provide an invaluable guide in developing and delivering new programs. Under the LMDAs, federal evaluators will work in partnership with their counterparts in the provinces and territories to provide relevant, reliable, objective and timely information on skills development benefits under Part II of EI.

Federal Contributions to Post-Secondary Education

Under the Canada Health and Social Transfer (CHST), the federal government provides support for provincial and territorial governments for post-secondary education, health care and other social programs. In the 1999 budget, funding for health care under CHST was increased by $11.5 billion over five years. And in the 2000 Budget, it was announced that an additional $2.5 billion in CHST support ($1 billion in 2000-01 and $500 million in each of the following three years) would be made available for post-secondary education and health care. It is estimated that CHST transfers to the provinces and territories will reach almost $31 billion in 2000-01.

CHST is made up of a tax transfer and a cash contribution. The cash contribution is estimated to be $15.5 billion in 2000-01: this is almost 25% higher than in 1998-99. The tax transfer was introduced in 1977: the federal government agreed to reduce its personal and corporate income tax rates, and to allow the provincial and territorial governments to raise their tax rates by the same amount. As a result, revenue that would have flowed to the federal government began to flow directly to the provincial and territorial governments: this revenue continues to grow in line with the growth of the economy.

The federal government also contributes to post-secondary education through the funding of research and scholarship. The National Science and Engineering Research Council and the Social Science and Humanities Research Council have been the primary vehicles of this support. The federal government has also taken important steps over the past few years, to restore the capacity in universities and to strengthen the contribution of research. New investments include the Canada Foundation for Innovation (CFI), the Networks of Centres of Excellence, increased budgets for the granting councils, the 21st Century Research Chairs program, and the establishment of the Canadian Institutes for Health Research (CIHR).

Student loans and tax incentives provide another basis by which the federal government supports post-secondary education. Since the end of the First World War, the federal government has provided student loans for post-secondary education. In November 1918, the federal government authorized loans (to a maximum of $500) for disabled veterans who wished to resume a course of study interrupted by war service; the loans were repayable after five years. The Dominion-Provincial Student Aid Program (DPSAP) was proposed in 1939: under this program, the federal government would provide matching grants to any province that established a program of assistance to students based on academic merit and financial need (no province had established its own student assistance scheme before DPSAP). All provinces had joined the scheme by 1944, but it differed considerably from one jurisdiction to the other. The DPSAP remained the foundation of student financial aid across the country until 1964 when it was replaced by the Canada Student Loans Program (CSLP).

Canada Student Loans Program

Canada student loans are currently available to students enrolled or qualified for enrolment in full-time studies in a program leading to a degree, diploma or certificate at a designated post-secondary educational institution. Eligible programs must be at least 12 weeks in length and must be contained within a period of 15 consecutive weeks. The federal government provides 60% of total need (tuition and living expenses), up to a maximum of $165/week. Students must show proof of actual enrolment in a designated educational institution before receiving their certificate of eligibility.

Students taking between 20% and 59% of a full course load may be eligible for a part-time student loan. The needs assessment of part-time students is slightly different, and loans are only available to a maximum of $4,000 in total outstanding principal.

Under the CSLP, the federal government pays the interest on the borrower's student loan for as long as the student continues to be enrolled in full-time studies (this assistance is not available to students with part-time loans). Provincial student assistance programs offer similar subsidies. In addition, the CSLP provides a grace period of six months after the completion of full-time studies; students are not expected to make payment on their loans during this period. The CSLP also provides assistance to borrowers with low post-study incomes who are experiencing undue hardship. This is accomplished through the Interest Relief (IR) program: under this program, the federal government reassumes responsibility for interest payments.

The extent to which the parents, guardians, sponsors (or spouses in the case of married applicants) of the applicants are expected to contribute is taken into account In calculating the loan available. The category of

Single Dependent Student includes all students out of secondary school for less than four years, are unmarried, with no dependent children, with parents, guardians or sponsors, or who have spent less than two full years in the labour force. Whenever possible, parents of Single Dependent Students are expected to contribute to the costs of the student's education: a 'parental contribution' is therefore included as part of the student's need assessment.

The Single Independent Student category includes all single students without dependants who have been out of secondary school for four years or more, or who have spent two full years or longer in the labour force: parents are not expected to contribute to the education costs of such students. The category Married Students includes students who are legally married or who are in a common-law relationship. Whenever possible, spouses of students in this category are expected to make a contribution. Single parents are treated much the same as independent students, but allowable expenditures are higher to accommodate the cost of raising children.

The CSLP provides an example of the complex and effective partnerships between governments in Canada. The CSLP is administered and delivered in partnership with the provinces and territories, and this allows the federal government to help students in an efficient and cost effective manner. The federal government and participating jurisdictions work together to develop common need assessment criteria for both provincial and federal assistance programs. In addition, the provincial and territorial authorities can process applications for both CSLP and provincial student aid at the same time. The federal government pays the provinces and territories a fee to compensate them for administering the federal program within their jurisdiction.

Not all provinces and territories have chosen to be a part of the CSLP. The Canada Student Financial Assistance Act allows jurisdictions to establish their own wholly administered program and to receive an alternative payment from the federal government. Jurisdictions choosing this option may then use the payment to fund their own student assistance measures, which must be substantially the same as the federal program. Quebec and the Northwest Territories have chosen alternative payments instead of direct participation in the CSLP.

Since 1994, the federal government has covered 60% of students' assessed needs (up to a maximum of $165 per week of study) through the CSLP (which, in some circumstances, is supplemented by a grant). Each province has a unique method of determining if, and to what extent, the remaining financial needs of students should be met; but students in most jurisdictions can receive at least $110/week more from their provincial assistance program.

Students with permanent disabilities, high-need part-time students, and women in certain doctoral studies may also receive support in the form of Canada Study Grants (instituted by the federal government in 1995).

With rising tuitions over recent years and with a growing perception that many graduates have been unable to find appropriate jobs, governments In Canada have become increasingly concerned about the total debt that students incur. As a result, in the 1997 and 1998 budgets the federal government introduced several measures to address these concerns. In the 1997 budget it enhanced the CSLP by extending the period of eligibility for interest relief. Access to post-secondary education was a key element in the 1998 Budget, reflecting the commitment by the federal government to providing the widest possible access. The measures introduced in the 1998 budget, collectively known as the Canadian Opportunities Strategy, included important changes to the CSLP. A new Canada Study Grant was created for full-time and part-time students with dependants, and the Interest Relief plan was enhanced. The measures included a Debt Reduction in Repayment (DRR) program for the small minority of students who still remain in financial difficulty after interest relief has been exhausted.

The Canada Opportunities Strategy also included measures not related to the CSLP, but with a considerable impact on access to higher education. The Canada Millennium Scholarship Foundation was created with a $2.5 billion initial endowment. This arms-length foundation will draw down the endowment over ten years in order to provide scholarships worth $300 million annually to full-time students who demonstrate both financial need and merit. The attractiveness of Registered Educations Savings Plans (RESP) as an investment vehicle was enhanced through the introduction of the Canada Education Savings Grant (CESG). The federal government Canada now provides a matching grant of 20% of the first $2,000 of contributions (maximum $400) made to beneficiaries of an RESP up to the age of 18. This grant contribution room may be carried forward, thus allowing a family that has been unable to make contributions for one or more years to catch up for missed contributions.

The federal government is also working with participating jurisdictions to further harmonize federal and provincial financial assistance programs. Harmonization will result in a single loan product for student borrowers in participating provinces.

Tax relief is provided for students repaying their student loans. Since 1998, individuals repaying a government student loan have been able to claim a tax credit of 17% of interest paid. Tax relief is also available for part-time students: since 1998, part-time students have been eligible for a $60 month tax credit for every month they spend in part-time studies. In addition, the child-care expense deduction introduced for full-time students in 1996, has been extended to include part-time students.

Under changes in the legislation governing a Registered Retirement Savings Plan (RRSP), Canadians can now withdraw money on a tax-free basis from an RRSP for the purpose of lifelong learning. In order to provide greater access to funds for retraining, withdrawals from an RRSP for education will be treated on a basis similar to RRSP withdrawals for first-time homebuyers: up to $10,000 may be withdrawn from an RRSP per year of full-time study, up to a total of $20,000 over a maximum of four years. The full amount must be repaid to the RRSP within ten years.

There were 326,592 borrowers under the CSLP in 1996-97. Almost 50% of these were in the non-degree studies (college, trades-vocational or private career college). Data on the age composition of borrowers suggests that many adult learners (depending on the definition of an adult learner used) benefit from the CSLP: 30% of borrowers attending community colleges in 1996-97 were 25 years of age or older (slightly over 15% were thirty years of age and older). Almost 50% of borrowers in private colleges were twenty-five years of age and older; and 27% were thirty years of age and older. The picture is somewhat different at the university level: only 25% were twenty-five years of age and older. And slightly less that 8% of borrowers at the university level are Master's or Doctoral students. Data from the National Graduates Survey show that between 45% and 50% of graduates from public post-secondary institutions have borrowed from student loan programs; college graduates were less likely to borrow than university graduates.

Tax Credits

The education tax credit (which is a not refundable) is designed to provide assistance by reducing the income tax for students. It is based the number of months the student is enrolled in a qualifying educational program at a designated educational institution; the amount of the education tax credit is determined by multiplying the lowest personal tax rate (%) for the year by $100, and by the number of months in the year during which the individual was enrolled as a full-time student (or in some circumstances as a part-time student), in a qualifying educational program at a designated educational institution. The education must be full-time and at the post-secondary level, and it must be designed to provide or improve occupational skills. Programs that qualify must operate for at least three consecutive weeks and must include instruction

or work in the program for at least ten hours each week for the duration. Those who are disabled, or otherwise unable to attend full-time studies because of a mental of physical impairment, are eligible for a tax credit for part-time studies.

Non-refundable tax credits are also available for tuition fees. The size of the tax credit is determined by multiplying the lowest personal tax rate (%) by the amount of eligible tuition fees paid for the year. Tuition fees (in excess of $100) for courses at the post-secondary level paid to any educational institution in Canada are eligible. The tuition tax credit is also available for tuition paid for an education program outside Canada, of at least 13 weeks duration and leading to a degree.

The tuition tax credit was expanded in the 1997 federal budget, to include ancillary fees (which were becoming commonplace at many universities): this significantly extended the scope of the tax credit. The education tax credit, previously set at $100/month per month of full-time study, was increased to $150/month for 1997 and $200/month for 1998 and subsequent years. The education and tax credits were also altered in order to allow students to carry their value forward indefinitely. Before this amendment, students lost the credits when their income was too low to reduce their tax payable to zero, or when they did not or could not transfer the value of these credits to a parent, guardian or spouse. With this new provision, students may now carry forward these credits until their taxable income increases sufficiently for them to be used.

Skills Development

Part II of the Employment Insurance Act (EI) provides for employment benefits for insured participants and the maintenance of a national employment service. The employment benefits are long-term interventions and include Skills Development (adult training), Self-Employment, Targeted Wage Subsidies, and Job Creation Partnerships. The short-term interventions include Employment Assistance Services, Counselling, and Group Services. The other measures, such as Research and Innovations and Labour Market Partnerships, are not geared towards direct services to individual participants.

Skills Development provides support for individuals (in need of financial assistance) to take the training they believe will help them get jobs. To be eligible for the direct services, individuals must have a current EI claim or one that ended in the previous three years (reach-back) or have a maternity or parental claim that began in the preceding five years (after which they left the labour market to care to children). Individuals select training from that available through public or private training providers. Financial assistance takes the form of repayable contributions (to be repaid) and/or contributions (not to be repaid).

Since the introduction of the Adult Occupational Training Act (AOTA) in the mid-1960's, the federal government has purchased training courses or seats from provincial institutions or private schools for its clients (particularly the unemployed). In November 1995, the Prime Minister announced that the federal government would withdraw from labour market training: this was reiterated in the Throne Speech 1996. To manage the phase-out of training purchases, agreements were signed with provincial/territorial governments. The training purchases were phased out in 1999-2000, so that Skills Development is now the only employment benefit (under EI Part II) to help clients obtain skills. The result is that, instead of purchasing training directly from provinces/territories or training institutions/providers or indirectly through third parties, clients must now select and arrange for their own training. Clients receive financial assistance for tuition and other costs, as needed.

Skills Development is intended to help individuals who are having problems in getting and keeping employment. The program is not intended to provide support for seasonally unemployed workers: such workers generally have a job to which they can return after the period of lay-off. Employers have a

responsibility to ensure that their staff (full-time, part-time or seasonal) have the necessary training to do their jobs: the use of Skills Development to train seasonally unemployed staff to return to the same employer abdicates the employer from this responsibility.

Full-time students are not considered to be unemployed workers, and hence are not eligible for Skills Development. A full-time student is a person who, at the time of requesting assistance from an HRDC officer (or provincial/territorial equivalent), is/was registered on a full-time basis at an educational institution during the present/last academic year, who is intending to return to school in the upcoming academic year, and who has not made the transition from school to work.

Most unemployed workers find employment without government assistance. But, employment benefits and support measures are available for those who remain unemployed or who continue their dependence on EI insurance benefits. Obtaining skills for employment is only one type of assistance available for unemployed workers; and other employment benefits and support measures may be more appropriate depending upon the employment barriers the client faces and local labour market conditions.

Skills Development provides funds for both skills training and academic upgrading. The lessons learned from the evaluation of past training programs show that skills training is most effective when it is targeted to specific employment opportunities or growth sectors, and when there is strong occupational focus. Academic upgrading has been found to be most effective when the upgrading is targeted as a prerequisite for specific skills training.

The primary responsibility for developing an action plan for return to work rests with the client. Access to Labour Market Information (including programs and services available at the community level) and coaching on choices and approaches provided by HRDC (Employment Counsellors) or third parties (such as community organizations) may be provided to help clients develop an action plan. The client chooses the training provider and estimates the costs involved to finance the action plan. A client guide on preparing a return-to-work action plan is useful in most cases. Resource centres, operated by a Human Resources Canada Centre (HRCC) or a third party may assist clients in developing and completing their action plans.

The costs associated with the action plan include the additional costs the client would incur if he/she did not take the training. Tuition fees and training materials and equipment are clearly included. But living expenses, dependant care, support for persons with disabilities, transportation and accommodation costs, may or may not represent additional costs; other options may be available for the client to meet these needs. The intent is not to replace support available from EI benefits or social assistance.

The financing of the return-to-work action plan is based on negotiations between the funder and the client. Possible sources for financing include the client contribution, an HRDC repayable contribution (loan) to the client, and an HRDC grant. Clients are encouraged to contribute to meeting the costs of the action plan: this would be possible for clients with resources, and it would be included in the negotiations for the financing of the costs of the client's action plan.

While this a new approach, it is similar to the long established practice of the 'Feepayers' arrangement. Under this arrangement, the client pays the applicable tuition fees and HRDC allows clients to continue to receive EI benefits without having to demonstrate that they are available and looking for work while on training.

Repayment of a Skills Development loan depends on the subsequent employment and earnings of the client. The potential earnings from the targeted employment opportunity and (as appropriate) the current debt load of the client are taken into consideration in determining the loan.

Determining Course Costs

In the course purchase arrangements under the AOTA, HRDC paid the full costs of training for HRDC clients sponsored for training at provincial institutions. This cost was usually much higher that the fees paid by trainees taking the same course, but not sponsored by HRDC.

HRDC continues to fund this difference since the design of the Skills Development program includes the possibility of contributing to the costs of subsidizing the tuition fees of clients in provinces/territories. The program therefore indirectly makes a contribution to institutional capacity and ensures that clients can continue to access training at historical levels. The use of this contribution is at the discretion of each jurisdiction. Payments are client-driven (since reimbursement of costs are based on course selection as determined by individual client decisions), and are limited to payment for the difference between the tuition fees paid by the client, and the direct, incremental costs of training as identified by the province/territory.

Skills Development includes a number of delivery options that depend on the models negotiated with the jurisdiction. One option is that delivery through a HRCC where HRDC would continue to perform these functions. A second option is delivery through a local coordinator (third party): a community organization would be responsible for the development of the action plan, for negotiating the financing of the action plan, for supporting clients during the training, and for follow-up. The coordinator could also be responsible for providing payments to clients and for collecting repayments. In addition, provincial/territorial government departments and agencies are eligible to receive funding and to act as employers or coordinators of activities if specified in the federal-provincial/territorial LMDA or Memorandum of Understanding, or specifically approved by the Minister of Human Resources Development.

Apprenticeship Training under Skills Development

Although apprenticeship programs are the responsibility of provincial and territorial governments, apprentices receive support from the federal government. Under the AOTA, the federal government paid for their classroom training and provided income support or EI to apprentices on block release. And under the new arrangements apprentices are eligible to receive Skills Development assistance for each block release course.

In Skills Development, clients are expected to take responsibility for arranging their training and for paying tuition fees. Training for apprenticeship programs is arranged by the province/territory; but the training can be considered to be client-driven since the client would have signed up for the apprenticeship training at the beginning of the program.

Apprenticeship training covers a fairly short period, so that the average course cost per client is generally lower than that for other trainees. Following their annual training, apprentices generally return to employment, so that it is likely that support under Skill Development will generally take the form of loans. Apprenticeship programs purchased by provinces/territories from union training centres or from other training providers are treated in the same manner as college-based apprenticeship programs.

Labour Market Development Agreements (LMDA)

The EI Act specifies that the Canada Employment Insurance Commission (CEIC) work in concert with the government of each province; employment benefits and support measures (funded under Part II of the EI

Act) are to be implemented in designing the benefits and measures, in determining how they are to be implemented and in establishing the framework for evaluating their success.

The EI Act also states that CEIC may enter into an agreement with a government to provide for the payment of contributions for all or a portion of any costs of benefits or measures provided by the government that are similar to employment benefits. In May 1996, the federal government offered to develop partnerships with all provinces and territories, in order to respond to the specific needs of unemployed and to the conditions of the individual labour markets. As a result, the federal government has instituted a Labour Market Development Agreement (LMDA) with eleven provinces and territories. In addition, Alberta, New Brunswick, Manitoba, Quebec, Saskatchewan and the Northwest Territories have assumed responsibility for the design and delivery of active employment measures funded through the EI program. The agreements include functions of the National Employment Service that may differ from jurisdiction to jurisdiction. Newfoundland, Prince Edward Island, Nova Scotia, British Columbia and the Yukon have chose co-management arrangements with the federal government: under such arrangements, HRDC continues to deliver employment benefits and support measures.

Discussions are underway about possible agreements with Ontario and Nunavut (a newly created territory). An amendment to the LMDA with the Northwest Territories is also expected since the population of Nunavut is currently being served under the LMDA for the Northwest Territories. British Columbia is negotiating a transfer agreement for the design and delivery of active employment measures.

The EI Act also established a framework to ensure that key guidelines are respected in their administration of the LMDAs. Guidelines include:

- Focus on results;
- Evaluation of outcomes;
- Promotion of co-operation and labour market partnership;
- Local decision making;
- Elimination of unnecessary overlap and duplication;
- Encouraging personal responsibility for getting back to work; and
- Ensuring service to the public in both official languages where there is significant demand.

Skill Training under the Consolidated Revenue Fund

In addition to Skills Development training under Part II of the EI Act, HRDC funds training in occupational and general skills from general revenues (the Consolidated Revenue Funds) for those who do not qualify for employment benefits. An example is life skills and/or basic safety training to prepare clients for a significant employment intervention (such as programs for youth and for the disabled). Since life skills training is incidental to the objectives of youth and disability programs, it should not form a significant part of the programming.

Opportunities Fund for Persons With Disabilities

The federal government introduced the Opportunities Fund in the 1997 budget as a pilot project to help persons with disabilities prepare for, find and keep jobs. The Fund has been well received by groups representing persons with disabilities. These groups have worked together with the federal and provincial governments and the private sector to develop projects that contribute to the Fund's objectives. The 2000 budget provides $30 million a year to ensure the continuation of the Opportunities Fund.

Aboriginal Human Resources Development Strategy (AHRDS)

HRDC supports adult education/training of aboriginal persons through the Aboriginal Human Resources Development Agreement (AHRDS). The objective of the AHRDS is to enable aboriginal organizations to assist their clients prepare for, obtain and maintain employment. Under this strategy HRDC enters into agreements with aboriginal organizations to design and deliver their own labour market programs. AHRDS agreements fall under the authority of Section 63 of the EI Act and Aboriginal Labour Market Programs.

Agreements under the AHRDS are based on the recognition that Aboriginal Peoples best understand their own needs and are best able to design and implement effective programs and services. The various agreements promote the improvement of employability skills as well as the delivery of programs at the local level.

Expenditures for adult education/training under these agreements amount to about $90 million under EI and $185 million from the Consolidated Revenue Fund for training activities meeting program criteria.

Forum of Labour Market Ministers

The rationale for a labour market forum arose in the early 1980s from the perceived need for ongoing inter-jurisdictional discussion and cooperation on labour market issues. The Forum of Labour Market Ministers (FLMM) was established in 1983.

Ministers have adopted the following objectives as the mandate for the FLMM:

1. To promote inter-jurisdictional cooperation on labour market issues and to provide a forum to establish and meet common goals.

2. To promote a highly skilled workforce with portable qualifications through the development and expansion of interprovincial standards.

3. To facilitate Canada's adaptation to changes in economic structure and skill requirements.

4. To provide an inter-jurisdictional link to participatory structures such as labour force development boards.

The FLMM is co-chaired by the federal government and the Lead Province: the Lead Province is assumed on an east-to-west rotation basis.

Labour Mobility Coordinating Group of the FLMM

The FLMM established the Labour Mobility Coordinating Group to coordinate implementation of the Labour Mobility Chapter of the Internal Trade Agreement, which came in effect on July 1, 1995. Representatives from each of the federal, provincial and territorial governments are members of the Group, which is co-chaired by HRDC and the Ministry of Skills, Training and Labour, Government of British Columbia.

The Parties to the Labour Market Mobility Chapter have agreed to the following:

- Residency requirements as an employment condition, or as a condition of eligibility for licensing a worker will no longer be permitted (Article 706).

- Practices regarding the licensing, certification or registration of workers must relate principally to competence, must be published, and must not result in unnecessary delays or more burdensome costs (Article 707).

- Qualifications of workers from other parts of the country must be recognized and differences in occupational standards that result in barriers are to be reconciled (Article 708).

- A consultative mechanism for handling complaints that may arise between the Parties regarding the interpretation or application of this Chapter (Article 711).

HRDC offers financial assistance for some activities designed to recognize the occupational qualifications of workers and to reconcile occupational standards. Funding is available through Sectoral Partnerships Initiative (SPI) in HRDC. These activities may qualify for federal funding for up to 50% of eligible costs under the National Sectoral Adjustment Services component of SPI. Specifically, SPI funding is available to provincial and territorial regulatory bodies that have formed a consortium to examine and determine how they can recognize the occupational qualifications of workers and, if necessary, to reconcile differences regarding their respective occupational standards.

Skills Agenda for the 21st Century

The FLMM met in September 1999 to discuss ways of equipping Canadians with the skills they need to meet the challenges of a changing workplace, created by globalization, technological change and the growing knowledge-based economy.

Ministers agreed that best way to improve the economy and the labour market was to invest in people: Canadians must have choices and opportunities to improve their skills.

As the FLMM advances its joint work on the Skills Agenda, Ministers agreed to seek to improve accountability and transparency of federal and provincial/territorial roles and responsibilities. The Government of Quebec will participate within the existing framework of the Canada-Quebec Labour Market Agreement. One important element of Skills Development is high quality post-secondary education. Ministers agreed on the vital importance of CHST for supporting post-secondary education.

Ministers also reaffirmed their commitment to the Labour Mobility Chapter of the Internal Trade Agreement, and they agreed to intensify their efforts to help ensure that, by July 1, 2001, qualified workers in Canada would have access to employment opportunities anywhere in the country. (While the

Government of Quebec has not agreed to the deadline of July 1, 2001 to implement Chapter 7 of the Agreement on Internal Trade, it nevertheless expects regulatory bodies under its jurisdiction to achieve compliance on a voluntary basis.)

Labour Market Information (LMI) is the third strategic element in the Skills Agenda. Better information on the labour market, such as data on wages and job openings, training opportunities and certification, is a critical element in helping Canadians acquire the skills needed to plan their careers in the new economy.

Ministers (except from the Government of Quebec) agreed that they need to find ways to strengthen the federal-provincial-territorial youth partnership on an urgent basis. Ministers also accepted the need to develop concrete practical initiatives to address the high level of youth unemployment. The federal government offered to work with the provinces and territories to implement $25 million for pilot projects for youth at risk of not making a successful transition to the workforce. (While the Government of Quebec essentially shares the same concerns about youth unemployment, it considers that active measures aimed at helping young people find jobs should be the object of an agreement modelled on the Canada-Quebec Labour Market Agreement.)

Ministers agreed on the need to continue to examine the unintended impacts of recent changes in EI. They discussed issues and concerns relating to access to active employment measures under the EI program, and the administration and funding of LMDAs.

Ministers agreed to establish a working group to examine ways to address the specific needs of seasonal workers, including options for pilot project to create employment opportunities in the off-season.

Ministers also agreed to put in place pilot projects to assist older workers to return to the labour force. The Government of Canada has committed $30 million over two years to these projects.

Ministers recognized that they have agreed to an ambitious work plan designed to address the labour market challenges facing all Canadians. They agreed that this work would require flexibility, and responsiveness to local and regional needs. They also want urgent action on this work plan and planned to meet again in February 2000 to review the progress.

Engaging the private sector

Labour Force Development Boards

In April 1989, Employment and Immigration Canada (EIC) announced the Labour Force Development Strategy (LFDS). The LFDS was intended to make HRDC-sponsored training more job-relevant by providing for greater private sector participation. It was also based in part on the perception that the private sector was under investing in training. The creation of the LFDS was accompanied by cuts in Unemployment Insurance (UI) benefits. The federal government therefore attempted to shift labour market program dollars from passive uses (income support) to more active uses (such as training).

At the same time, EIC commissioned the Canadian Labour Market Development and Productivity Centre (CLMPC) to consult with the major stakeholders. On the basis of these consultations it recommended the establishment of a private sector National Training Board and a network of local boards. In July 1990 a team of senior EIC officials visited Europe to study examples of labour market boards. In January 1991, the federal government established the Canada Labour Force Development Board (CLFDB). The design of the board was inspired in part by the examples of labour market boards in Europe.

The role of the CLFDB was mainly advisory; but it was initially responsible for developing an annual expenditure plan for the Developmental Uses component of the UI fund. The board of directors of the CLFDB was made up of eight members from business, eight from labour, four from equity groups and two from the education and training community. Federal officials also planned to develop boards in every province and territory (based on the national model), as well as local boards. The local boards were to assume significant responsibility for local training decisions.

However, boards were not established in all provinces and territories. Provincial boards were established in Ontario, British Columbia and Quebec, mainly on the initiative of the respective provincial governments. And Quebec and Ontario were the only provinces that attempted to establish local boards. Provincial/territorial boards were eventually established in eight jurisdictions, but four of these did not last very long.

Haddow and others have carried out a thorough analysis of Canada's experience with Labour Force Development Boards (Haddow et al 1997). They have identified three major sets of obstacles to the corporate approach to decision-making practised in Europe: parliamentarism and federalism; lack of willingness of organized labour and management to commit their most senior people to participate on the board; and pluralism in what the authors describe as a highly fragmented Canadian society. In parliamentary systems, bureaucrats are ultimately accountable to the minister and are reluctant to accommodate boards with more than an advisory role. Federalism was seen as an obstacle since jurisdictional rivalries and suspicions could impede the establishment and operation of the boards. Equity inclusion was an important feature of the federal model for the boards.

Although the experiment with CLFDB and regional boards was not successful, the national board did succeed in creating effective networks between industry and the education community; it also provided leadership in the areas of labour standards and prior learning assessment and recognition.

Sector Partnerships

HRDC and its predecessor departments have had a long history of working with business and labour on issues of human resource development and adjustment. In 1963, the federal government established the Manpower Consultative Service (which subsequently became the Industrial Adjustment Service) to help workers adjust to layoffs and plant closures. In order to obtain assistance from this Service, employers and employees had to form a joint committee to work out details of adjustments. A study or assessment of the labour market and the development of an adjustment plan were the initial steps. Funding was on a shared-cost basis.

The Sector Studies program in the Canadian Occupational Projections System (COPS) was the second building block in sector councils. COPS was created to provide better information on occupational supply and demand for planning of labour market programs and for use by other stakeholders (principally business, labour and the educational institutions, as well as students and job seekers). The earlier attempts in the department to produce occupational projections had two major shortcomings: that there was no analysis of occupational supply; and the models failed to account for shifts in occupational demand due to technological change. The first of these shortcomings was addressed by including projections of potential occupational supply COPS. The Sector Studies program was developed to identify trends in the occupational requirements of key industrial sectors, and hence to address the second shortcoming.

The experience with the Sector Studies program showed that industry support and expertise were essential in the process. It also showed that a study of a sector was only the first step in finding a long-term solution. After reaching consensus on labour market issues, representatives from Industry wanted to continue

working with other participants to develop and implement solutions. This led to the establishment of the sector councils.

The sector approach provided a good fit with the labour market policy issues of the 1980s. At that time, there was a perception that Canadian employers were seriously under-investing in training (compared with other OECD countries). Governments therefore sought innovative ways to encourage a greater level of effort on the part of the private sector. The LFDS (announced in 1989) represented the federal government response: the LFDS provided more funds for sector studies and for the establishment of sector councils.

The sector partnership approach was expanded even further in 1992. A five-year Sectoral Partnership Initiative (SPI), was announced by the Minister of Finance in the Fall 1992 Economic Statement. SPI was designed to facilitate the development of a training culture and to increase private sector investment in training. Under SPI, the federal government provided assistance to the private sector for developing sectoral partnerships for coordinating human resource management. SPI is administered by the Human Resources Partnerships Directorate in HRDC. The original goals of SPI were:

1. To leverage greater training effort by the private sector.

2. To improve access to economic opportunity through better skills.

3. To help workers in industries facing economic restructuring adapt to change.

4. To encourage the creation of new self-sufficient partnerships devoted to long-term human resource planning and development. The key stakeholders in this process include: business and labour (private sector); other federal government departments; provincial governments; and educational bodies. Their purpose is to: build a training culture within individual firms; raise awareness of human resource development issues; mobilize workers and employers to take responsibility for training; and focus on particular concerns of small and medium firms.

5. To provide a quantitative information base to assist sectors in identifying and planning for skills of the future.

6. To develop and implement occupational and skill set standards which lead to a better functioning of the labour market.

A flexible approach was taken in developing sector councils, and they are not expected to meet all of the objectives of the program listed above. It was recognized that the sectoral initiatives should continue to evolve and that greater emphasis should be given to the overall goal of creating systemic changes in human resource practices and in fostering a human resource development culture. Sector councils are expected to be self-sufficient after three years; but they would continue to be eligible for financial support for related projects such as development of counselling materials.

The economic rationale for the sectoral approach to human resource development is based, in large part, on the concept of labour market failures. These failures include the under-provision of LMI, the lack of industry standards, and the undersupply of training (due to a fear of poaching of skilled workers by competitors within the sector.

Sector councils can promote private sector training through the design of training programs. Individual firms may not be willing to incur the costs of developing innovative training courses and programs that could be imitated by rivals. The development of training programs entails high fixed costs and programs can easily be imitated: this leads to the under-provision of training by individual firms. Another rationale for a sector-wide approach to training is that if the sector as a whole were committed to training

collectively, individual firms would be less likely to fear losing their training investments through the poaching of skilled workers by rival firms. This is the rationale for levy-grant systems of financing training in industry.

Occupational standards provide another means of influencing training. Standards constitute a target in terms of workplace competencies, and they allow firms to readily measure the training needs of workers. Occupation/industry standards that are widely recognised are portable, and it is reasonable to expect that firms would be reluctant to invest in highly portable skills, unless there was a broad sector commitment for skills development. At the same time, workers and prospective workers would find training in highly portable skills to be very attractive. Occupational standards can also assist education providers in the design of curriculum, so that it is closely matched with the needs of Industry. Prospective students may also be more willing to invest in widely recognized job skills.

SPI initially funded only training; however, building on the provisions of Bill C-12 (which proposed a new partnership with the provinces aimed at increasing effectiveness and eliminating duplication), the federal government offered on May 30, 1996 to withdraw from labour market training. As a result, SPI is now only used for funding sector councils for activities related to developing the training infrastructure; it does not provide financial support for the councils to directly fund firms and employee training. Ekos Research Associates Inc carried out an evaluation of SPI for the Evaluation and Data Development in HRDC: the results were generally positive.

While the prospect of receiving government support for training created much of the initial interest the sector study/sector council process, most of the activity of the sector councils has been in the area of occupational standards. LMI and school-to-work transitions are other examples of significant activities by the sector councils.

Information has always been a key component in sector partnerships. Indeed, sector councils have usually been initiated by a sector/occupational study. Each sector study is national in scope, and it examines the impact of changes in technology and in the business environment on the sector workforce. Analysis includes future employment, occupational structure, skill levels, labour supply and training needs. This type of forward-looking industry analysis is imperative in developing comprehensive human resource strategies: a sector study is a first step toward developing that strategy.

The development of occupational standards has been one of the major activities of sector councils. Occupational standards describe the skills and knowledge needed to perform competently in the workplace: they help companies and individuals plan their skills development and maintain their competencies.

HRDC contributes to the development of occupational standards through the SPI by providing funding, technical advice and guidance. Employers and employees develop occupational standards working together through a Standards Development Committee. This committee selects a small group of practitioners to develop a draft occupational analysis. The draft is validated nationally, and when it is endorsed by industry, the analysis forms the basis for an occupational standard.

Human Resource Partnerships in HRDC also supports the development of Essential Skills profiles. Essential Skills are enabling skills that: help workers perform the tasks required by their occupation; provide workers with a foundation to learn skills that are occupation-specific; and enhance the ability of individuals to adapt to workplace change. The Essential Skills Profiles include the following skills: reading text; using documents; writing; numeracy; oral communication; thinking skills (problem solving, decision making, task planning and organization, significant use of memory and finding information); working with

others (teamwork); computer use and continuous learning. Over 170 Essential Skills profiles have been developed.

The development of occupational standards and Essential Skills profiles along with other activities of the Human Resource Partnership Branch, are seen as skills enabling tools and activities. These include activities such as the National Occupational Classification System (NOC), the Extended Occupational Network (EON), Career Development Information, Prior Learning Assessment and Recognition (PLAR) and Red Seal Apprenticeship.

Sector activities have concentrated on partnerships with the private sector; however, there have been sector studies of the community college sector, of the hospital sector, and of activities related to the health care professions. Twenty-six sector councils have been established; and the Sector Councils Steering Committee has been established to help the sector councils to exchange information and expertise. The Committee (now known as The Alliance of Sector Councils or TASC) is made up of the current member national, or pan-Canadian, sector councils. Two of the principal functions of TASC are: to undertake projects of common interest to the sector councils as a whole, and to assist a sector council requesting assistance.

The most recent Speech from the Throne commits the government to forge partnerships to develop a national action plan on skills and learning for the 21st Century. The Speech recognizes the importance of collaboration in articulating a national skills agenda, which has been the cornerstone of SPI since it's inception. A key condition of success in addressing the skills development challenge is to ensure a coordinated, coherent and concerted strategy. SPI has a significant head start and a proven record in establishing working partnerships among key industry participants to develop and to implement skills development strategies.

Partnerships among key industry players help answer two fundamental questions associated with Canada's skills challenge: What skills are required? How are they to be acquired? Those employed or engaged in the industry are best placed to identify and understand industry-wide problems and to implement comprehensive solutions, often in partnership with education/training systems.

The March 2000 edition of the corporate newsletter of Human Resource Partnerships (Focus/Le Point), outlines possible new directions for sectoral skills development. Sector initiatives will likely be expanded considerably and targeted to strategic industries. Sector studies have (with few exceptions) been national in scope; but an article in Focus/Le Point suggests that sector studies will include: increased outreach, accessibility and greater regional linkages to promote cross-fertilization; better dissemination and application of ideas and activities; and broader sectoral representation, ensuring that national skills initiatives have a direct and more measurable community impact. The expanded sector approach may also support pilot or demonstration projects in certain sectors designed to address sectoral or regional skills challenges peculiar to specific industries, in order to promote innovation.

Expert Panel on Skills

In September 1988, the federal government appointed the Expert Panel on Skills to examine skills situation in five strategic industry sectors: aerospace, automotive, biotechnologies, environmental technologies, and information and communications technologies. The Panel was asked to identify current or potential skill shortages, and to suggest ways of ensuring that firms in these industries have access to the skills they need to compete in the global, knowledge-based economy. The Panel was also asked to assess whether or not Canada's labour market monitoring systems are providing the information that individuals, employers, governments, and education and training providers need in order to plan effectively for the future.

The Panel submitted its report to the Advisory Council on Science and Technology in October 1999. Although much of the work of the Panel dealt with the specific context of the five industrial sectors, many of its findings on skills needs could be generalized to other sectors; the report also contains specific recommendations on adult learning and sector partnerships.

Contrary to many media reports, the Panel found that there was no current evidence of a generalized and persistent shortage of technical skills. Indeed the Panel concluded that education and training providers and the immigration system have more or less kept up with the demand for technically skilled people. But the Panel found evidence that graduates in some highly specialized and advanced fields of study are unable to find jobs in their chosen field of expertise.

The Panel concluded that shortages of technical skills exist in specific niche areas. A widespread problem is the shortage of individuals who combine strong technical abilities with essential skills (e.g. communications and teamwork) and management related skills (such as budgeting and project planning skills). Moreover, executives in the five industry sectors indicated that it is difficult to find technically competent people who can work in teams, communicate effectively and apply their technical knowledge to real world business problems.

The Panel also observed that small and medium enterprises (SME) face problems of recruitment and retention that are exacerbated by small size and limited resources. While recognizing past efforts of governments to assist SMEs, the Panel argued that governments must continue to seek ways of providing small firms with assistance to upgrade skills and hire new graduates. The Panel observed that the efforts of the industry sector councils in four of the five sectors studied were impressive. It concluded that sector council approach is a viable means of addressing many human resource and management challenges.

The Panel also concluded that shortages of skilled trades people might develop in several occupations. It also argued that new graduates must have a sound foundation in essential skills, as well as the requisite technical skills. For the current workforce, new methods and initiatives are required to assure continuous upgrading.

The Panel recommended the following actions In order to improve the capacity for upgrading the skills of the existing workforce, and for making lifelong learning accessible to all Canadians:

- Making lifelong learning a national priority and ensuring that all policies related to education and training support that objective;
- Helping employers, particularly SMEs, to upgrade the skills of their employees and managers;
- Making Canada a world leader in the development and use of learnware and other new learning technologies; and
- Helping aboriginal communities address their special learning and skills development needs, particularly with respect to the knowledge-intensive areas of the economy.

It also recommended the following to make Canada a world leader in connectivity and on-line learning:

- Engaging the private and public sectors in providing affordable, high-speed Internet access to every home, school and business in Canada; and

- Making learning opportunities more broadly available, particularly to rural and northern residents by transforming Community Access Program sites into true learning centres.

Office of Learning Technologies

In 1996, the federal government established the Office of Learning Technologies (OLT) within HRDC. The objectives of OLT are to raise awareness about the opportunities, challenges and benefits of technology-based learning and to foster innovation in the area of learning technologies.

The key activities of the OLT include:

- Helping to develop policies and strategies to guide the evolution and application of learning technologies in ways that best meet the lifelong learning needs of Canadians;

- Supporting and monitoring research and assessment related to the use of learning technologies and widely distributing the results;

- Facilitating the sharing of information on Canadian initiatives, key players and significant developments in the application of learning technologies;

- Providing opportunities to demonstrate Canadian learning products and services in partnership with developers, educators, employers, employees, trainers and learners; and

- Promoting and supporting the development and evolution of Community Learning Networks (CLN) that enable lifelong learning and community capacity-building through the use of network technologies.

The OLT works through partnerships with: universities, colleges and other learning organizations; sector councils; labour; private sector and business associations; all levels of government; and non-governmental organizations and community groups. It provides funding for projects that feature new partnerships and support innovative uses of technologies for lifelong learning. Projects are generally cost-shared and have broad impact or transferability.

The OLT has created a comprehensive Web site on learning technologies (Learning Technologies Library) and publishes a series of book and monographs on learning technologies. The site includes information databases, bibliographies, and links to other sites. The OLT also facilitates demonstrations of learning technologies at sites across Canada and sponsors face-to-face and online forums and workshops on a variety of issues related to learning technologies.

Under the Community Learning Network (CLN) Initiative, the OLT provides support at the community level to expand access to technology-enhanced learning opportunities. The CLN initiative includes funding pilot projects, providing an information- and expertise-sharing resource, and a 'toolkit' to help communities establish learning networks. CLNs are characterized by strong community participation, local partnerships and collaboration, and the use of learning technologies to support and enable learning and networking.

The OLT has sponsored a research study into the use of learning technologies conducted by EKOS Research Association and Lyndsay Green and Associates (1999). The study included three components: a trends analysis based on a literature review, case studies, and expert opinion; a series of eight case studies of Canadian firms; and a survey of employers. The study found that despite the widespread availability of

learning technologies, only 28% of establishments reported providing training using learning technologies in the previous 12 months; if non-training establishments were included, the incidence of training using learning technologies would fall to 19%. The incidence of using learning technologies to provide training was lowest for small establishments (20%, but 13% including non-training establishments). Larger establishments had a lower incidence of training using learning technologies (34%, but 31% including non-training establishments) than medium-sized establishments (43%, but 40% including non-training establishments): this is quite different from what would be expected from other studies of training incidence.

Learning technologies may alter the definition of formal and informal training. The incidence of training using learning technologies in establishments only conducting informal training was 14%, which is much lower than the 33% reported by establishments that provided formal training. This finding suggests that employers may view the use of learning technologies as informal training. (Future studies of formal training among firms and individuals should be carefully worded to ensure that all types of training are accounted for, including training involving learning technologies.)

National Literacy Secretariat

The federal government established the National Literacy Secretariat (NLS) in 1987 to work with the provinces, the private sector and voluntary organizations to foster and promote literacy. The NLS encourages national literacy associations and provincial/territorial coalitions: to promote an awareness of literacy issues; to coordinate and share information; to develop policies; and to ensure that literacy remains on the public agenda.

NLS activities are undertaken in partnership with the provinces, territories, non-governmental organizations and business and labour organizations. Innovative partnerships are created to communicate the literacy message to all Canadians.

The NLS is not directly involved in delivering the teaching of reading and writing skills to Canadians: this is done by the provinces/territories through the education system, and by voluntary groups, literacy organizations, labour and other groups with expertise in the area.

The NLS uses both grants and operating dollars to attract financial commitments to literacy from a wide range of non-governmental partners and from other levels of government, voluntary organizations and professional associations. Through partnerships, the NLS jointly funds projects in each province and territory. The partnerships vary from province to province and are tailored to meet specific provincial or territorial needs. Since 1988, the NLS has funded over 2,500 innovative projects to: develop learning materials; increase public awareness; support research; improve coordination and information sharing; and improve access to literacy programs.

HRDC has been a principal sponsor of surveys of literacy conducted by Statistics Canada (e.g. the Survey of Literacy Skills used in Daily Activities, and the International Adult Literacy Survey).

CanLearn Interactive

CanLearn Interactive is a comprehensive resource for learning information products and services, designed to help Canadians pursue learning and career goals. CanLearn provides on-line interactive planning tools to help Canadians explore career possibilities, identify learning requirements, develop learning strategies, and create the financial plans to achieve their goals. Through CanLearn, prospective learners can access information about lifelong learning opportunities, career options, and potential sources of financial support.

CanLearn also provides Canadian learning institutions and organizations with the means to collaborate on the provision of information and planning tools for Canadians.

The online modules of CanLearn include the Student Planner, the Adult Learner Planner, the Virtual Career Counsellor, and the Consumer's Guide to Learning and Accessibility. CanLearn also contains extensive databases on occupations and learning opportunities (courses and programs).

CanLearn supports the Canadian Opportunities Strategy and is maintained and managed in partnership with organizations from across Canada by the learning and Literacy Directorate of HRDC.

Interviews with officials in HRDC

Group Interview: Workplace Policy Unit of the Labour Market Policy Branch Strategic Policy Divisions, Human Resources Development Canada

Participants: Thomas Shenstone, Director; John Manson, Senior Policy Analyst; Sharon Chapman, Policy Analyst and Maureen Tyler, Policy Analyst.

Interviewer: Doug Giddings and Wendy Salmon as observer

Group Interview: Interprovincial Partnerships and Occupational Information Division Sector Partnerships, Human Resources Partnerships, Human Resources Investment Branch, Human Resources Development Canada.

Participants: Éric Parisien: A/Director; Evelyne Lemieux-Nault: Acting Coordinator, Ian McRae: A/Coordinator and Debra Mair: Senior Researcher.

Interviewer: Doug Giddings and Wendy Salmon observer.

Group Interview: Learning and Literacy. John Hemingway: Research Analyst, Ken Horricks: Canada Educational Savings Program Plan, Lucie Nobert: Office of Learning Technology and Samantha Tattersall Policy, Legislative Interpretation

Interviewer: Doug Giddings and Wendy Salmon as observer

Group Interview: Human Resources Investment Branch, Human Resources Development Canada

Participants: Heidi Bungay: Program and Policy Advisor

Program Development Unit Policy and Design Division, Labour Market Directorate Human Resources Investment Branch; Jeff Foster: Team Leader, Policy and Design, Labour Market Directorate; R. Thomas, Labour Market Directorate and Kendal Weber: Senior Policy Advisor

Interviewers: Bill Ahamad and Doug Giddings, Wendy Salmon, Observer.

Interview: Nick Wise, Human Resources Partnerships.

Interviewers: Bill Ahamad and Doug Giddings

Interview: Sandy MacDonald, Senior Policy Advisor, Federal/Provincial Relations, Strategic Policy, Human Resources Development Canada.

APPENDIX III: ADDITIONAL STATISTICAL TABLES RELATING TO CHAPTER IV

Table AIII.1: Mean number of hours spent on adult education and training per participant aged 17 and over[1], by age groups, 1991, 1993 and 1997

Age Group	1991	1993	1997
17-24	235	330	451
25-34	174	213	272
35-44	113	124	157
44-54	83	90	106
55-64	55	78	49
65 and over	64	44	43
All Ages	140	163	209

Notes:
1. The population is defined by excluding individuals who were (1) 17-19 years old and enrolled full-time in a non-employer sponsored elementary or secondary program or (2) 17-24 years old and enrolled full-time in a non-employer-sponsored post-secondary program.
Source: Adult Education and Training Survey 1992, 1994 and 1998.

Table AIII.2: Percentage and likelihood of adult population participating in adult education and training by gender, study orientation, and employer support, 1997

Gender	*Overall participation*			*Job-related*			*Interest-related*			*Employer-sponsored*			*Non-employer-sponsored*		
	%	*Odds*	*Adjusted odds*	%	*Odds*	*Adjusted odds*	%	*Odds*	*Adjusted odds*	%	*Odds*	*Adjusted odds*	%	*Odds*	*Adjusted odds*
Male	26.8	1.0	1.0	21.6	1.0	1.0	7.5	1.0	1.0	23.0	1.0	1.0	11.3	1.0	1.0
Female	28.6	1.1*	1.2*	20.6	0.9*	1.0	12.0	1.7*	1.7*	24.0	1.1**	1.0	16.7	1.6*	1.6*

Notes
1. Estimates are based on respondents who had a job during 1997.
2. Adjusted odds model includes age, province, educational level and labour force status.
3. Statistical significance: one asterisk level of 0 .01; two asterisks level of 0.05.
Source: Adult Education and Training Survey, 1998.

Table AIII.3: Percentage of adult education participating in education and training by labour force status, age group and study orientation, 1997

Age group	Labour force status	Overall participation (%)	Job-related (%)	Personal interest (%)
17-24	Employed	39.9	32.5	12.3
	Unemployed	29.1	23.5	8.8
	Not in labour force	32.1	22.4	12.7
	Total	*36.3*	*28.5*	*12.0*
25-34	Employed	40.2	33.0	12.3
	Unemployed	26.2	21.7	6.8
	Not in labour force	28.2	18.8	10.7
	Total	*36.8*	*29.5*	*11.5*
35-44	Employed	37.5	31.2	11.4
	Unemployed	24.5	19.9	5.7
	Not in labour force	20.2	12.0	9.6
	Total	*33.6*	*27.2*	*10.6*
45-54	Employed	34.6	28.4	11.2
	Unemployed	15.3	8.6	7.8
	Not in labour force	11.3	4.9	7.2
	Total	*28.3*	*22.0*	*10.1*
55-64	Employed	20.8	15.8	7.4
	Unemployed	17.9	12.8	6.4
	Not in labour force	8.5	1.6	7.2
	Total	*13.9*	*7.8*	*7.3*
65+	Employed	8.8	5.6	3.8
	Unemployed	0.0	0.0	0.0
	Not in labour force	3.7	0.2	3.5
	Total	*4.0*	*0.5*	*3.5*
Total	Employed	36.2	29.4	11.3
	Unemployed	26.0	20.4	7.2
	Not in labour force	12.7	6.1	7.5
	Total	*27.7*	*21.1*	*9.8*

Source: Adult Education and Training Survey, 1998.

Table AIII.4: Percentage and likelihood of employed adult population participating in education and training by class of main job, study orientation and employer support, 1997[1]

Class of main job	Overall participation			*Job-related programs/courses*			*Personal interest programs/courses*			*Non-employer-sponsored programs/courses*		
	%	Odds	Adjusted odds	%	Odds	Adjusted odds	%	Odds	Adjusted odds	%	Odds	Adjusted odds
Self-employed	24.3	1.0	1.0	18.1	1.0	1.0	9.0	1.0	1.0	12.8	1.0	1.0
Public employees	49.9	3.1*	2.4*	41.8	3.2*	2.6*	15.9	1.9*	1.5*	19.8	1.7*	1.2*
Private employees	34.4	1.6*	1.4*	27.6	1.7*	1.5*	10.6	1.2*	1.1	15.2	1.2*	1.0

Notes:
1. Adjusted odds model includes age, province, educational level and labour force status.
2. Statistical significance: one asterisk level of 0.01; two asterisks level of 0.05.
Source: Adult Education and Training Survey, 1998.

Table AIII.5: Percent of respondents receiving various types of support for employer-sponsored programs and courses by type of main job, full-time and part-time, 1997

	Type of main job	Paying for fees & tuition	Paying for materials	Paid time-off or leave	Unpaid time-off/ or leave	Providing premises	Providing accommodation	Organizing the training	Other
Program	Full-time	72.6	55.5	43.5	24.3	35.8	19.7	27.8	14.0
	Part-time	20.4	15.8	17.7	62.3	18.7	4.3	14.9	8.8
	Total	**58.8**	**44.8**	**36.5**	**34.6**	**31.2**	**15.5**	**24.3**	**12.6**
Course	Full-time	88.5	81.4	76.0	14.2	66.9	35.0	62.9	14.9
	Part-time	78.0	66.0	57.4	21.6	60.4	22.5	62.1	13.3
	Total	**87.3**	**79.7**	**73.9**	**15.0**	**66.2**	**33.6**	**62.8**	**14.7**

Notes:
Estimates based on the respondents enrolled in at least one program/course sponsored by employers.
Source: Adult Education and Training Survey, 1998.

Table AIII.6: Influence on individuals' training decisions by type of program, course orientation and employer support

Program	Received Employer Support	Who suggested training or education? (%)							
		Self	*Friends /family*	*Employer*	*Other employees*	*Collective agreement*	*Union*	*Professional requirement*	*Other*
Elementary/ High school	Yes	66.7	23.5	6.5	0.0	0.0	0.2	1.1	11.8
	No	72.9	20.5	0.5	0.1	0.0	0.3	0.2	14.0
	Subtotal	71.4	21.2	1.9	0.1	0.0	0.3	0.4	13.5
Apprenticeship	Yes	41.6	2.7	51.1	0.2	1.4	2.1	3.5	1.1
	No	54.1	14.8	3.3	4.0	0.3	1.1	0.7	11.9
	Subtotal	47.0	7.9	30.4	1.8	0.9	1.7	2.3	5.8
Trade/ Vocational	Yes	43.5	2.3	45.3	3.4	0.0	0.7	4.7	3.0
	No	76.1	7.3	3.6	1.4	0.0	0.3	1.8	10.9
	Subtotal	60.8	4.9	23.1	2.3	0.0	0.5	3.2	7.2
College	Yes	62.4	3.2	24.1	2.1	0.0	0.1	1.9	3.0
	No	80.6	13.0	1.1	0.0	0.0	0.1	0.9	4.8
	Subtotal	73.8	9.4	6.6	0.7	0.2	0.0	3.0	3.8
University	Yes	78.1	9.4	13.8	1.4	0.4	0.0	4.3	4.6
	No	88.7	9.4	0.4	0.0	0.1	0.0	1.8	3.2
	Subtotal	83.7	9.4	6.6	0.7	0.2	0.0	3.0	3.8
All programs	Yes	61.6	6.7	29.2	2.0	0.3	0.4	4.0	4.3
	No	72.9	20.5	0.5	0.1	0.0	0.3	0.2	14.0
	Total	**72.3**	**10.3**	**13.3**	**1.1**	**0.2**	**0.3**	2.4	**6.4**
Course									
Job-related	Yes	29.7	1.3	59.0	13.3	0.7	1.6	5.2	3.4
	No	61.8	11.8	9.5	2.0	0.0	1.0	5.7	13.6
	Subtotal	34.4	2.8	51.7	11.6	0.6	1.5	5.3	4.9
Personal- interest	Yes	37.1	4.2	46.2	7.7	0.4	2.0	6.4	6.0
	No	74.6	19.1	0.3	0.2	0.0	0.6	1.4	11.0
	Subtotal	63.0	14.5	14.5	2.5	0.1	1.0	2.9	9.4
All courses	Yes	30.2	1.5	58.0	12.8	0.7	1.6	5.3	3.6
	No	68.5	15.6	4.7	1.1	0.0	0.8	3.5	12.2
	Total	39.8	5.0	44.6	9.9	0.5	1.4	4.8	5.8

Source: Adult Education and Training Survey, 1998.

Table AIII.7: Distribution (%) of financial support for education and training from various sources for participating in courses by labour force status and by gender, 1997

Labour force status	Source of financial support							
		Employer	*(Employer only)*	Self/family	Government	Union/ professional association	Other	No fees
Employed	Male	74.3	55.3	20.0	5.4	3.7	4.0	10.1
	Female	65.7	47.4	30.2	4.5	2.7	3.5	10.8
	Subtotal	70.1	51.4	25.0	5.0	3.2	3.8	10.5
Unemployed	Male	36.3	17.9	45.0	26.0	3.8	7.6	7.6
	Female	28.8	19.1	40.5	22.6	0	6.3	12.4
	Subtotal	32.7	18.5	42.8	24.4	1.9	7.0	9.9
Not in the labour force	Male	15.1	11.3	55.5	21.7	1.9	3.0	5.8
	Female	9.1	6.1	62.2	14.6	0.9	6.0	11.6
	Subtotal	11.4	8.1	59.6	17.2	1.3	4.9	9.3
All groups	Male	68.3	50.5	23.7	7.4	3.6	4.1	9.7
	Female	57.8	41.5	34.3	6.4	2.4	3.8	11.0
	Total	63.0	45.9	29.1	6.9	3.0	3.9	10.4

Source: Adult Education and Training Survey, 1998.

Table AIII.8: Percentage distribution of financial support for education and training from various sources by type of program and by gender, 1997

Program		Source of financial support						
		Employer	*(Employer only)*	Self/family	Government	Union/ professional association	Other	No fees
Elementary/ High school	Male	7.6	*3.5*	39.9	39.1	1.6	0.7	15.3
	Female	3.6	*0.7*	42.8	33.3	0.8	1.7	24.3
	Subtotal	5.5	*2.0*	41.5	36.0	1.2	1.3	19.9
Apprenticeship	Male	39.1	*15.0*	41.6	34.9	1.2	5.2	1.2
	Female	34.4	*22.1*	43.5	24.9	1.2	0.7	4.3
	Subtotal	37.5	*17.4*	42.2	31.6	1.2	3.7	2.2
Trade-vocational	Male	37.5	*21.5*	46.5	18.4	1.9	2.3	3.6
	Female	21.1	*11.7*	62.4	14.9	0.6	5.3	2.5
	Subtotal	29.7	*16.8*	54.0	16.7	1.3	3.8	3.1
College	Male	25.8	*16.3*	57.2	17.1	0.1	1.5	1.1
	Female	13.3	*6.5*	74.5	15.3	0.3	1.5	0.1
	Subtotal	18.4	*10.6*	67.3	16.0	0.2	1.5	0.6
University	Male	25.1	*8.0*	79.3	6.3	1.2	3.6	1.5
	Female	19.2	*6.0*	85.7	7.1	1.5	1.2	0.3
	Subtotal	21.7	*6.9*	82.9	6.8	1.3	2.3	0.9
All programs	Male	27.9	13.5	55.5	20.2	1.3	2.6	4.1
	Female	16.9	7.6	68.6	15.8	0.8	2.3	4.7
	Total	22.1	*10.4*	62.3	14.1	1.1	2.5	4.3
Course								
Job-related	Male	75.9	*58.1*	17.4	6.0	4.1	4.1	9.7
	Female	70.8	*52.9*	23.5	6.9	2.3	3.6	10.5
	Subtotal	73.1	*55.5*	20.5	6.4	3.2	3.8	10.2
Personal-interest	Male	23.1	*15.4*	64.9	10.0	1.2	5.3	4.3
	Female	11.7	*7.0*	79.4	2.7	1.3	2.9	7.0
	Subtotal	15.7	*9.9*	74.4	5.2	1.3	3.7	6.0
Not stated	Male	1.2	*0.5*	21.5	2.3	0.0	0.0	0.0
	Female	0.7	*1.4*	7.9	0.0	0.0	0.0	0.0
	Subtotal	0.9	*1.0*	14.0	1.0	0.0	0.0	0.0
All courses	Male	61.8	46.7	29.5	7.0	3.4	4.4	8.3
	Female	45.5	34.1	45.6	5.1	1.9	3.2	9.0
	Total	53.2	*39.8*	38.4	6.0	2.5	3.7	8.7

Source: Adult Education and Training Survey, 1998.

Table AIII.9: Distribution (%) by use at work of skills and knowledge acquired through education and training courses, by supplier and study orientation, 1997

Supplier	Study orientation of course	Acquired skills or knowledge used at work				Total
		To a great extent	*Somewhat*	*Very little*	*Not at all*	
Education institution	Job-related	51.5	33.2	8.6	6.8	100.0
	Personal-interest	26.1	26.3	20.6	26.8	100.0
Commercial/private trainer	Job-related	48.6	36.3	10	5.8	100.0
	Personal-interest	21.9	42.1	10.6	25.3	100.0
Employer	Job-related	60.8	30.2	5.3	3.7	100.0
	Personal-interest	38.6	32.8	20.4	10.0	100.0
Non-profit organization	Job-related	45.7	35.2	12.6	6.5	100.0
	Personal-interest	26.8	35	19.2	26.4	100.0
Producer/supplier of equipment	Job-related	57.3	34.3	6.2	2.1	100.0
	Personal-interest	34.3	27.7	4.9	33	100.0
Someone else	Job-related	60.9	30.0	5.0	4.2	100.0
	Personal-interest	32.5	28.7	20.5	18.4	100.0
No instructor	Job-related	52.6	29.4	11.9	6.1	100.0
	Personal-interest	40.0	39.9	18.7	1.3	100.0

Source: Adult Education and Training Survey, 1998.

Table AIII.10: Distribution (%) by use in personal life of skills and knowledge acquired through education and training courses, by supplier and study orientation, 1997

Supplier	Study orientation of course	Acquired skills or knowledge used in personal life				Total
		To a great extent	*Somewhat*	*Very little*	*Not at all*	
Education institution	Job-related	*17.2*	*36*	*13.8*	*27*	100.0
	Personal-interest	26.6	35.5	18.7	19.3	100.0
Commercial/private trainer	Job-related	14.7	33.5	19.3	32.5	100.0
	Personal-interest	29.1	42.3	15.5	13.2	100.0
Employer	Job-related	13.4	28.1	20.7	37.8	100.0
	Personal-interest	26.8	45.5	9.8	18.2	100.0
Non-profit organization	Job-related	25.2	32.2	15.8	26.8	100.0
	Personal-interest	35.5	34.4	22.1	8.0	100.0
Producer/supplier of equipment	Job-related	15.7	26.1	15.1	43.1	100.0
	Personal-interest	31.4	48.8	12.5	7.4	100.0
Someone else	Job-related	16.4	29.6	21.1	32.8	100.0
	Personal-interest	34.3	37.1	16.3	12.3	100.0
No instructor	Job-related	15.6	25.2	19.1	40.1	100.0
	Personal-interest	9.1	75.3	13.2	2.4	100.0

Source: Adult Education and Training Survey, 1998.

Table AIII.11: Distribution (%) by extent to which expectations of education and training courses met, by supplier and study orientation, 1997

Supplier	Study orientation of course	Expectations met				Total
		To a great extent	*Somewhat*	*Very little*	*Not at all*	
Education institution	Job-related	62.7	31.5	4.9	0.9	100.0
	Personal-interest	51.6	39	6.9	2.5	100.0
Commercial/private trainer	Job-related	56.7	37.2	4.5	1.6	100.0
	Personal-interest	59.6	37.8	1.4	1.2	100.0
Employer	Job-related	60.8	35	3.4	0.8	100.0
	Personal-interest	63.6	26.7	9.7	0	100.0
Non-profit organization	Job-related	66.9	28.9	2.5	1.7	100.0
	Personal-interest	72.3	26.1	1.4	0.2	100.0
Producer/supplier of equipment	Job-related	56.6	37.1	4.3	2.0	100.0
	Personal-interest	60.8	31.6	4.9	2.7	100.0
Someone else	Job-related	67.2	28.7	3.1	1.0	100.0
	Personal-interest	65.6	32.3	1.8	0.3	100.0
No instructor	Job-related	62.0	32.6	5.4	0	100.0
	Personal-interest	69.3	30.7	0	0	100.0

Source: Adult Education and Training Survey, 1998.

APPENDIX IV: QUESTIONNAIRE ON ADULT LEARNING FOR MINISTRIES/DEPARTMENTS

Questionnaire Guide

The information required for the study is likely to be available from a variety of sources including published reports and documents available from ministries and departments in provincial/territorial governments and in the federal government. In order to avoid duplication of effort, our intention in this questionnaire is to focus on information that is not available from such sources.

In some jurisdictions, more than one Ministry/Department may need to provide the information requested in this questionnaire. However, your Ministry/Department has been identified by the CMEC as a focal point for the collection of this information in your jurisdiction. We would therefore appreciate it if you could distribute the questionnaire and coordinate the responses from other relevant Ministries/Departments in your jurisdiction (if applicable).

We would like to identify the respondent(s) who completed this questionnaire for clarification and follow-up if necessary. Please provide the following information for the respondent(s) for each section of the questionnaire:

Section of Questionnaire	Ministry or Department	Name of respondent	Title	Branch, Section, or Division	Phone, Fax, and e-mail
A					
B					
C					

Section A: Definition and Organization of Adult Education/Training

1. Does your ministry have an official definition of an adult learner? Please specify

2. Adult education/training can be classified using different criteria (such as: age, time since leaving the regular school/college/university system, eligibility for income support, etc.).

   - What criteria does your ministry/department use to characterize adult learners?

   - If different criteria are used for different programs please specify.

3. If other ministries/departments or agencies in your jurisdiction are involved in adult education/training:

   - Which ministries/departments or agencies are they?

- What are their specific responsibilities?

4. Have special bodies/committees been created in your jurisdiction to coordinate adult education and training among ministries/departments? Please elaborate.

5. Does your ministry/department maintain formal arrangements with other ministries/departments or agencies for the delivery of adult education/training programs? Please describe.

6. Is a separate division or branch in your ministry/department responsible for all adult education/training policies and/or programs in your ministry/department? Please provide an organization chart.

7. Does your ministry/department have a policy on the accreditation of courses on adult education/training? Please elaborate.

8. Has your ministry/department instituted a policy on Prior Learning Assessment and Recognition (PLAR)? Please provide details.

9. Has your ministry/department instituted a policy on occupational skills standards? Please provide details.

Section B: The Providers of Adult Education/Training

10. Different types of institutions and organizations provide adult education/training, and the amount they provide is measured in different ways. Data are available for some, but not all, providers from the Adult Education and Training Survey conducted by *Statistics Canada* and *HRDC*. Are statistics available from your ministry/department for all of the following providers?

Type of institution/organization	Data on enrolments		Data on hours per year	
	Yes	**No**	**Yes**	**No**
Elementary schools				
Secondary schools				
Community colleges/Institutes of technology/CEGEPs/Adult vocational centres, etc.				
Universities				
Private educational/training institutions				
Community organizations				
Employers				
Other institutions and organizations (please specify)				

What is your best guess of the proportion of adult education/training provided by each of the following types of institution/organization? In your opinion how much have these proportions changed in the past five years?

Type of institution/organization	Best guess of proportion of enrolments		Best guess of proportion of hours per year	
	Current	**Percent change**	**Current**	**Percent change**
Elementary schools				
Secondary schools				
Community colleges/Institutes of technology/CEGEPs/Adult vocational centres, etc.				
Universities				
Private educational/training institutions				
Community organizations				
Employers				
Other institutions and organizations (please specify)				

Please describe how the public training organizations and institutions in your jurisdiction are governed (e.g. Board of Directors appointed by government or the public, student council, community advisory boards, etc.).

How is the curriculum for adult education/training determined in public institutions and organizations in your jurisdiction? Is the private sector (including community organizations) involved in curriculum development? Please describe.

What types of private training organizations and institutions in your jurisdiction need to obtain a licence to provide adult education/training? What criteria are used for granting such a licence?

Section C: Support for Adult Education/Training

What incentives does your ministry/department provide to *institutions* to support adult education/training?

(a) Financial incentives

(b) Non-financial incentives

What incentives does your ministry/department provide to *employers* for the training of their employees on site or through training institutions?

(a) Financial incentives

(b) Non-financial incentives

What incentives does your ministry/department provide to *individuals* to undertake adult education/training?

(a) Financial incentives

(b) Non-financial incentives

Section D: Selection of Institutions, Programs/Courses and Clients

What criteria do you use for the selection and funding of institutions to provide adult education/training? Please provide a copy of your policies. Is consideration given to factors such as: ease of access; flexible entry and exit; use of Prior Learning Assessment and Recognition; outcomes-based or competency-based approaches; and use of modular learning methods? Please describe.

What sources of information (such as Labour Market Information, special surveys, career counselling, etc.) are used by your ministry/department to help adults identify and meet their needs for education/training? Please elaborate.

Please describe the criteria (such as: labour market demand, trainee demand, graduate placement or follow-up surveys, quality assessment of institution/program etc.) that are used to select the adult education/training courses/programs to be funded.

- Please also provide a copy of your policies.

Please describe the criteria (such as: academic readiness, specific requirements of education/training institutions, member of a target group, etc.) used to select the clients for specific adult education/training courses/programs.

- Please provide a copy of your policies.

- Are some programs/courses reserved for specific target groups? If so, please specify.

Are special methods used to select clients from groups that are usually hard to reach? Please elaborate. Do you have special institutions dedicated to specific populations and groups such as aboriginals? Please describe.

Section E: Evaluation of Adult Education/Training

What methods (such as surveys of graduates, surveys of employers, self-evaluation by institutions, formal, third-party evaluations, etc.) are used by your ministry/department to determine the effectiveness of programs on adult education/training? Please elaborate. How often are programs on adult education/training subject to evaluation in your ministry/department?

In your opinion, what have been the major changes in adult education/training in your jurisdiction over the past 5 years?

What changes in adult education/training in your jurisdiction do you expect over the next 5 years?

What in your opinion are the major gaps in adult learning in your jurisdiction in terms of unmet learning needs, curriculum and education practice.

Section F: Documentation and Next Steps

What are the particular research interests and priorities of your ministry/department in the field of adult learning (e.g. at risk adults, learning technologies, informal learning etc.)? Does your ministry/department have a special budget for R&D in the area of adult education/training? Is the following information readily available? If so please provide a list of institutions/organizations receiving grants over the past year (e.g. universities, consultants, etc.) and a list of current projects and recipients of grants.

Are there particularly innovative practices or programs in adult learning and adult learning technologies used by training providers in your jurisdiction that should be included in the OECD Review? Please describe.

Please list relevant documents and studies of adult education/training published or funded by your ministry/department. Please include, for example, policy documents, reports, surveys, evaluation studies and follow-up studies of adult education/training.

This questionnaire may be used as the basis for further review through interviews with key individuals in your jurisdiction. Please identify key individuals who could be interviewed by the researchers.

Name:
Title:
Branch/Division
Ministry/Department
Phone/fax/e-mail:
Specific expertise:

A glossary of relevant terms is being prepared for inclusion in the Background Report. These terms many not conform to those that are regularly used in your ministry or jurisdiction. Please make suggestions for changes.

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